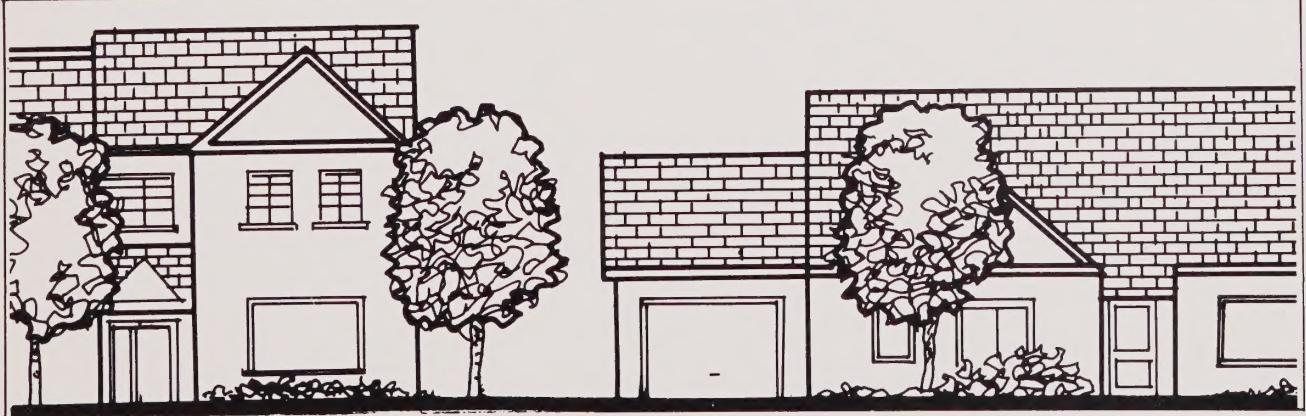
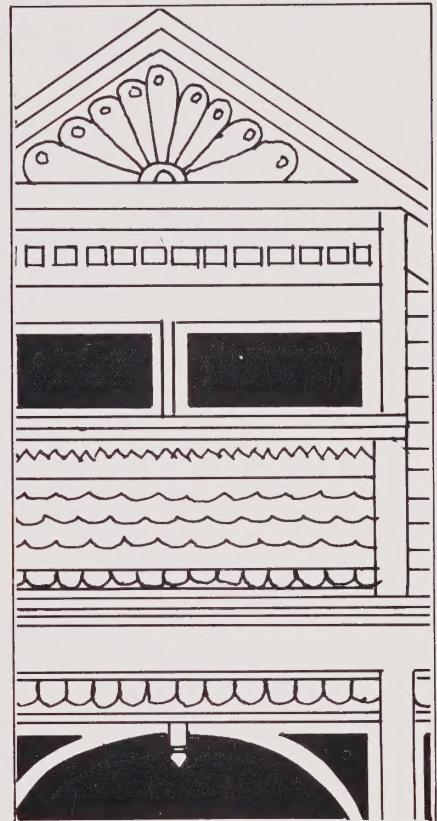


# Housing and Community Revitalization

## Sub-Element Of The General Plan

City Of Sunnyvale



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# Housing and Community Revitalization

## Sub-Element of the General Plan

**City of Sunnyvale, California**

**October 1988**

This Sub-Element complies with California Government  
Code Section 65583 and serves as the  
City of Sunnyvale's Housing Element



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# Preface

Sunnyvale's award-winning housing program has its origin in the Housing and Community Revitalization Sub-Element. The Sub-Element describes the City's conditions and policies regarding housing and community revitalization. It contains an action plan for addressing the identified problems and needs. It provides a basis for making decisions and taking action.

Goals and policies in this 1988 update are substantially the same as those in the 1979 Sub-Element. More emphasis is given now to neighborhood preservation. The update also responds to changes in state law. Section 65583 of the California Government Code requires the Sub-Element to identify and analyze existing and projected needs. Some of these needs include: (1) Sunnyvale's share of the region's housing need; (2) household characteristics such as level of payment compared to ability to pay; (3) an inventory of land suitable for residential development; (4) an analysis of constraints to maintaining, improving and developing housing for all income levels; (5) an analysis of any special needs; and (6) an analysis of energy conservation opportunities. Also, the law requires the Sub-Element to establish the maximum number of housing units that can be built, rehabilitated and conserved over the timeframe of the Sub-Element.

The Housing and Community Revitalization Sub-Element is part of the Community Development Element of the City's General Plan. Both state law and the City's Planning & Management System require consistency among the various parts of the General Plan. The Housing and Community Revitalization Sub-Element is closely linked to several of the other Sub-Elements. The Land Use and Transportation Sub-Elements define the City's form, densities, and the location and movement of people and goods. These factors determine the basic character of each neighborhood, and are in turn influenced by housing and community revitalization policies. The Open Space Sub-Element addresses the essential need of City residents for open areas. The Noise Sub-Element identifies the effect of noise on location and quality of residential areas. Housing-related decisions are also affected by earthquake, aviation and other hazards identified in the Seismic Safety and Safety Sub-Element.

Data in this Sub-Element was derived from the 1975 Special Census, the 1970 and 1980 U.S. Census, a 1987 windshield survey of structural conditions, and City records. Other sources were the State Department of Finance, Santa Clara County Planning Department, private agencies serving the City, realtors, developers and the Association of Bay Area Governments.

The Sub-Element was drafted by the City staff with consultant assistance. Public hearings were held by the Housing and Human Services Committee (representing all segments of the community), the Planning Commission and the City Council. Notice of the hearings was advertised in a newspaper and posted in public places. Copies of the draft Sub-Element were sent to various individuals and groups for review, such as non-profit housing agencies and the building industry. Copies could also be reviewed at the City Hall and Library. The City Council adopted the Sub-Element at the end of the public hearing process.

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# I. Executive Summary





# I. Executive Summary

## Introduction

Since 1980, Sunnyvale has been a regional leader in addressing housing issues. Housing is one of the most difficult challenges facing cities in Santa Clara Valley. The need for more and affordable housing is critical -- its symptoms surface in the shape of congested highways, the needs of homeless people, an exodus of young people from the area, and the constraints faced by local businesses in attracting new employees.

Sunnyvale has also been active in addressing issues of neighborhood quality. The continued vitality of the community depends, in part, on the need to preserve and enhance its residential, commercial and industrial areas.

The City's achievements in housing and community revitalization have been recognized in awards by the Bay Area Council, the Northern California Chapter of the American Planning Association, and the California Chapter of the American Planning Association.

The policy basis for Sunnyvale's actions is the Housing and Community Revitalization Sub-Element of the General Plan. The following summary of the Sub-Element is divided into five parts:

- an overview of community conditions
- an evaluation of the previous Sub-Element (achievements)
- the focus of this Sub-Element (future actions)
- major findings
- goals and policies

# Overview of Community Conditions

Sunnyvale's housing and community revitalization program is shaped by a variety of factors:

## **Development Pattern and Trends**

Sunnyvale has changed from an agricultural and heavy industry town to a center of "high technology" industries. The basic development pattern was established in the 1950s, when the City experienced its initial burst of growth. Rapid growth continued until the mid-1970s. Infill development, redevelopment and revitalization are the predominant trends today. These trends are expected to continue into the 21st century. The City's basic development pattern and trends are a major influence on housing-related policy decisions.

## **Population**

The City's growth is reflected in its population changes. Between 1950 and 1970, the population grew from 9,800 to 96,000 -- an increase of nearly 1,000%. The rate of growth has since slowed and, based on current projections, is leveling off. The 1988 population was 117,000. Based on the amount of new housing currently planned for Sunnyvale, the projected population will be about 127,600 in the year 2005 -- about 10% higher than in 1988.

A different scenario could add nearly 40,000 more residents in 20 years -- about one-third higher than the 1988 population. This assumes a substantial increase in the planned number of housing units. Such an increase is one of the scenarios being considered as part of a General Plan study initiated in 1988. The City is evaluating possible strategies for addressing housing and employment recommendations of the Golden Triangle Task Force. Later sections of this Sub-Element discuss the work and recommendations of this regional task force, together with possible City actions.

## **Housing Supply**

Sunnyvale had 49,885 housing units in 1987. Based on current zoning and anticipated redevelopment as of 1987, Sunnyvale is projected to have 55,357 units at buildout.

Substantially more housing units could result from the General Plan study initiated in 1988. As discussed in later sections, Sunnyvale's share of the housing need of the

Golden Triangle region has not yet been allocated. A preliminary estimate is that the City's share may be as much as 11,000 units more than the planned number of units. The General Plan study is evaluating possible strategies for increasing the City's housing supply.

### **Household Size**

Although the number of housing units is increasing, the average household size is decreasing. In 1975, there were an estimated 2.68 persons per household. By 1985, this number had decreased to 2.44. By 2005, the average household size is projected to be 2.28. This decrease is part of an overall state trend. This trend is due to changes in lifestyle, more women working outside the home, deferred childbearing, and the higher costs of living. A decrease in the average household size may impact housing needs and community character with respect to the size and type of preferred housing, such as smaller units with less maintenance.

### **Age of Population**

Another factor affecting the community is the rising median age of Sunnyvale's population. The median age was 26.2 years in 1970 and 31.1 years in 1980. The median age is projected to continue to rise. A shift in age distribution will also impact housing needs and community character. Different recreational facilities will be required and housing size may be smaller and more adult-oriented.

### **Income and Housing Costs**

Income and housing costs also play a significant role in shaping housing need and community character. Sunnyvale's 1988 estimated average household income was \$46,700, slightly lower than the overall estimated County average. Although incomes have been increasing, they have not kept pace with housing costs. In 1974, the average price of a Sunnyvale home was \$37,500, while the average household income was \$14,900. By 1988, the average price of a Sunnyvale home had reached \$249,500 as compared to an estimated average household income of \$46,700. Today the average Sunnyvale resident would likely be unable to afford a Sunnyvale home. The gap between income and housing prices continues to rise, making affordability an ongoing issue.

### **Housing Types**

Sunnyvale has a mixture of housing types. Single-family detached homes and apartments comprise the major types. In 1987, approximately 42% of the total housing units were single-family detached; 8% were single-family attached; 2% were duplex; 40% were

apartments; and 8% were mobile homes. The trend is toward construction of more single-family attached and multifamily units. Thus, the proportion of single-family detached housing should decrease further. Sunnyvale has one of the lowest proportions of single-family detached homes, based on a survey of neighboring cities.

### **Vacancy Rate**

Vacancy rates fluctuate depending on such variables as supply, land prices, interest rates and employment. Housing vacancy rates have generally been low in the 1980s. In September 1987, the City had a 2.3% vacancy rate for all types of housing. In contrast, the vacancy rate at that time was high in much of the non-residential sector. Industrial land prices and office rental rates actually dropped in 1987. The industrial and office market outlook began to improve in 1988. The retail market is expected to remain strong.

### **Owner/Renter Distribution**

In 1987, approximately 46% of the City's occupied residential units were owner-occupied. This proportion has decreased since 1980 when 51% were owner-occupied. By comparison, the Countywide percentage of owner-occupied units was 60% in 1980. An increase in rental occupancy may contribute to problems associated with neighborhood quality if absentee owners and tenants do not maintain their property. Some of the neighborhoods with the greatest rehabilitation needs in a 1987 windshield survey had a high concentration of rental housing in the 1980 Census. A need has been identified to promote more home ownership opportunities in Sunnyvale.

### **Employment**

Sunnyvale is the second largest provider of jobs in Santa Clara County. The major employers are in the electronics, defense, and light industrial fields. In 1985, there were an estimated 134,300 employees and an estimated 69,200 employed residents. By 2005, it is projected that there will be 153,600 employees and 80,600 employed residents. These figures indicate that a large percentage of Sunnyvale's employees are commuting to work from outside the City. Moreover, with 49,885 housing units as of 1987, the jobs and housing ratio for the City is unbalanced in favor of jobs.

Sunnyvale has taken steps to increase the number of housing units and reduce job growth. Some of the steps have included rezoning office and commercial properties to residential uses, and strictly limiting the intensity of office/industrial development. These actions are necessary for all of northern Santa Clara County since the anticipated job growth requires housing for the labor supply. As part of its continuing efforts, the City has initiated a General Plan study to address housing and employment recommendations of the Golden Triangle Task Force.

## Structural Conditions

A Citywide survey of structures was made in 1987, as part of preparing the Housing and Community Revitalization Sub-Element. The survey was of both residential and non-residential structures. It used the same methods and rating criteria as a 1979 Citywide survey of structural conditions. Both surveys were windshield surveys and evaluated the visible front and side exteriors of structures, as well as the visible portions of the front and side yards. Consequently, any structural problems which were not visible from an automobile were not observed.

Overall 91.5% of the structures were in "sound" condition, while 8.2% of the structures were rated as "sound deficient." A structure which is "sound deficient" is a structure providing safe and sanitary shelter, but shows two or more deficiencies such as large areas of peeling paint, junky yard, large driveway cracks, or deteriorated fencing. The remainder of the structures were rated as "unsound either requiring major rehabilitation or demolition." This type of a rating indicates major structural problems. The rating system is designed to distinguish between the type of improvements needed, i.e., structural or non-structural.

Mobile home parks were a component of the windshield survey. Overall, the parks are in good condition. Nearly 75% of them were "sound." The others were rated as "sound deficient."

Residential structures were in poorer condition proportionately than non-residential structures. The major deficiencies noted were large areas of peeling paint, cracks in driveways, illegally parked vehicles, and yards requiring maintenance. Although these conditions did not indicate structural problems, they affect the overall quality of a neighborhood and create an impression of neighborhood decline. A concentration of such housing can reduce property values or prevent them from increasing. Community revitalization efforts will be necessary to prevent further deterioration. The number of "unsound" structures did drop between 1979 and 1987. This may be a result of the City's revitalization efforts, as well as demolitions. On the other hand, a higher percentage of units were rated as "sound deficient" in 1987 than in 1979 (8.2% compared to 2.5%). The increase in "sound deficient" structures can be a result of the overall aging of structures combined with the inability of owners to afford rehabilitation.

Since the City is predominantly built-out, and more than one-third of the housing is over 28 years old, a greater focus of efforts should be directed toward community revitalization in the form of rehabilitation and preservation programs, instead of new construction. A Neighborhood Preservation Program established by the City in 1987 will serve as the main force to accomplish revitalization. This is a multifaceted program that involves a community action component, re-evaluation of existing codes, and consideration of additional codes.

# Evaluation of Previous Sub-Element

By state law, a revised housing element must include a review of the progress made in attaining the community's housing goals and objectives, and the progress made in implementing the element.

Through an award-winning program, Sunnyvale has met or exceeded most of the goals and policies in the 1979 Housing and Community Revitalization Sub-Element. The City has provided regional leadership in addressing housing issues. The City's achievements were cited in 1987, when the Bay Area Council gave Sunnyvale an award for the "Best Housing Program by a Local Jurisdiction." The Bay Area Council is an association of major Bay Area employers which focuses on regional issues of transportation and housing. Also in 1987, the City's Mobile Home Park Conversion Ordinance received an "Outstanding Planning" award from the Northern California Chapter of the American Planning Association. The Ordinance also received an "Honorable Mention for Outstanding Planning" from the California Chapter of the American Planning Association. In 1989, the Northern California Chapter of the American Planning Association awarded Sunnyvale the Distinguished Leadership Award for the work the City has done over the past 10 years in addressing housing issues and the housing/jobs imbalance.

## Supply

- A potential 10,300 housing units were generated between 1980-1987 through City actions involving rezoning and increasing densities. These actions included the rezoning of 545 acres from industrial or commercial to residential uses. Between 1980 and 1987, over 4,400 housing units were built in Sunnyvale.
- By rezoning industrial and commercial properties to residential uses and by imposing strict limits on the intensity of office/industrial development, the City has dramatically reduced its job growth potential. This in turn has reduced the demand for future housing that would otherwise have occurred. The reduction in total future employment has reduced the future housing demand by 15,000 to 30,000 units.
- Office and industrial developers may be required to contribute to a housing incentive fund or provide other forms of housing mitigation when developments exceed a certain intensity. The housing incentive fund is to be used to develop affordable housing.
- Residential developments must be built to at least 75% of the required intensity. Residential densities up to 45 units per acre are currently permitted in certain areas.
- Mixed residential and job-producing land uses are encouraged in areas where there is neighborhood compatibility and no environmental constraints.

- The City adopted an Accessory Unit Ordinance which could generate approximately 660 new units.
- Approximately 2,800 rental units were built in Sunnyvale between 1980 and 1987.
- The City will likely exceed its ABAG goal of 5,042 units to be constructed between 1980 and 1990.
- All development applications are processed in an efficient manner through Sunnyvale's "one-stop" process. Sunnyvale's permit and development fees are lower than the average Bay Area costs.

### **Neighborhood Conditions**

- The City established a Neighborhood Preservation Program in 1987 to preserve and enhance the health, safety, appearance and general welfare of the neighborhoods. The program focuses on both residential and non-residential properties. It is an expansion of a zoning code enforcement program which began in 1980. The Neighborhood Preservation Program involves a community action component; promotion of code compliance through both public education and proactive staff action; and development of new or improved codes to address identified rehabilitation and preservation needs.
- The City operates an owner-occupied housing rehabilitation program. Approximately 70 owner-occupied homes are assisted annually through Sunnyvale's participation in the Community Development Block Grant (CDBG) Program.
- Approximately 40 homeowners are assisted annually with paint grants.
- About three rental units were rehabilitated under a federal rental housing program. To increase the rehabilitation of rental properties, the City established a local rental housing program in 1987. The local program focuses on both non-federal and federal funding sources. It is anticipated that 18 rental units will be rehabilitated each year.
- The City operates a commercial rehabilitation program with CDBG funds. The program provides assistance to property owners in targeted areas.
- The City conducted a windshield survey of exterior structural conditions in 1987 to identify rehabilitation and renovation needs. Data from the survey has been used to develop components of the Neighborhood Preservation Program.
- The City adopted a Home Business Ordinance in 1988 which allows those home businesses that do not have a negative impact on the residential character of a neighborhood. Businesses that cause increased traffic, have large inventories, or operate in a yard or garage are prohibited.
- The City offers technical assistance, in addition to financing programs, for improvements to homeowner, rental and commercial properties. This assistance is provided by staff and in free handouts available to all people.

- In 1988, the City began a draft Function and Appearance Sub-Element. The adopted Sub-Element will provide a policy basis for decisions affecting the community's character and appearance. Urban design topics will include neighborhood identity, building design standards, landscape and private open space standards, and other items pertinent to the physical environment.
- The City has developed information regarding the age of residential and non-residential structures. This information is used in program development for the Neighborhood Preservation Program.
- State weatherization grants for mobile homes are used when funding is available.
- Energy conservation is promoted through the City's Energy Sub-Element. An energy policy and ordinance require that a percentage of hot water needs for new developments are to be met by solar energy systems, where efficient.

## Affordability

- The City participates in various federal, state, and county programs, as well as using its local powers, to promote affordable housing for all groups. For example, approximately 439 rental units were provided for very low and low income households through Mortgage Revenue Bonds and the Below Market Rate (BMR) Program. Of these units, about 148 units were constructed for seniors.
- Resale controls are used in the BMR Program to maintain affordability.
- The City complies with a state law regarding density bonuses to developers of affordable housing.
- The City promotes private participation in rental subsidy programs, such as the Section 8 Existing Program whereby it contacts with apartment owners and provides them with information regarding program participation. As of 1987, there were 973 subsidized rental units in Sunnyvale. The Section 8 Existing Program had 523 participants.
- 82 owner-occupied units were provided for moderate income households by the BMR Program.
- 69 moderate income households obtained new housing by the use of Single Family Mortgage Revenue Bonds.
- Approximately 5 units are constructed annually as accessory units.
- Approximately 221 people are assisted annually through Sunnyvale's participation in community programs involving shared housing.
- Approximately 115 homeless Sunnyvale people are assisted annually in obtaining emergency shelter, by an agency which is partially funded by the City. Other emergency shelters exist which also serve Sunnyvale residents.

## **Accessibility**

- Sunnyvale continues to financially support organizations which provide rental information and mediation services, promote fair housing, and investigate complaints of housing discrimination. Approximately 2,793 individuals are assisted each year.
- The Home Access Program provides grants to households to retrofit units occupied by disabled persons. Approximately 70 persons are assisted each year.
- The City has adopted an ordinance which bans discrimination against families with children and imposes fines for offenders.

## **Condominium and Mobile Home Park Conversions**

- The City has adopted an ordinance prohibiting condominium and cooperative conversions when the rental vacancy rate is below 3% for over a year. Semi-annual rental vacancy rate surveys are conducted by City staff.
- Should a condominium conversion occur, special provisions protect the elderly and provide that a percentage of the converted units be set aside for low and moderate income housing. To date there have been no condominium conversions.
- An award-winning Mobile Home Park Conversion Ordinance was adopted in 1987. While it neither encourages nor discourages conversions, the Ordinance provides an equitable and clear process with reasonable mitigation measures and relocation assistance, should conversions occur. In addition to the general applicability of this Ordinance to the needs of other communities, the extensive public participation that preceded its adoption was cited in awards given by regional and state chapters of the American Planning Association.

## **Intergovernmental Coordination**

- The City participates in the Golden Triangle Task Force. This organization is composed of cities in northern Santa Clara County, as well as the County itself. The goal of this organization is to bring into substantial better balance the capacity of the transportation infrastructure, employment densities and the housing supply. In 1987, the Task Force adopted a series of recommendations in four major areas: housing allocation, transportation demand management, capital improvements and growth management. In the area of housing, the Task Force took the following actions: (1) conceptually endorsed adding 50,000 to 60,000 new housing units in the Golden Triangle area; (2) endorsed that cities should take action now to facilitate development of additional housing; and (3) endorsed the concept of a housing allocation formula to be developed during the

implementation phase. Various approaches have been discussed for allocating this new housing among the Task Force members. Sunnyvale's allocation has not yet been decided, but may be as much as 11,000 more units than now planned at buildout. The City has begun to consider long-term strategies to address this issue and potentially provide for a substantial increase in the long-term housing supply.

- Sunnyvale takes an active role in reviewing and formulating federal and state legislation, and in providing comments on regional and countywide housing programs.
- Sunnyvale has a Housing & Neighborhood Preservation Officer who has responsibility to oversee and to initiate housing programs as new opportunities arise with respect to federal, state or local programs. The Housing & Neighborhood preservation Officer develops programs and presents these programs for Housing & Human Services Committee, Planning Commission and City Council for review on an ongoing basis.

# Focus of this Sub-Element

## Supply

- In 1988, the City initiated a comprehensive study of its General Plan to address the recommendations of the Golden Triangle Task Force. The study will examine options for substantially increasing the planned number of housing units. It will also examine options for the location and intensity of office/industrial uses. The study has the potential to establish the general development pattern for the next 20 years.
- The City will continue, to the extent feasible, to use its local powers to increase its housing supply.

## Neighborhood Conditions

- The City will continue to implement the Neighborhood Preservation Program to conserve and enhance its existing housing supply and upgrade residential and non-residential areas, contingent upon the availability of funding and staffing for the program.
- The City should identify and address problems associated with the large percentage of residential units that will be over 30 years by the year 2000.
- The City should continue to participate in rehabilitation subsidy programs to conserve the housing supply and targeted commercial areas, as long as funding is available.

## Affordability

- The City should continue to pursue available programs to encourage more affordable home ownership, to the extent feasible.
- The City should continue to seek out and pursue available programs which promote affordability for all age groups, in both the rental and ownership sectors, to the extent permitted by funding and staff time.

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## **Accessibility**

- The City should continue to support organizations that discourage discrimination and promote good landlord-tenant programs.

## **Condominium and Mobile Home Park Conversions**

- The City should continue its Condominium Conversion Ordinance to conserve the existing apartment supply and to provide tenant protection in the event of conversion.
- The City should continue its Mobile Home Park Conversion Ordinance to provide an equitable process for conversion in the event of a change of use.

## **Intergovernmental Coordination**

- Recognizing that housing, employment and transportation issues are regional, the City should continue to participate with other agencies to address these problems.

# Major Findings

These major findings are derived from the information presented in the Housing and Community Revitalization Sub-Element. The findings focus on issues and needs. They comprise the basis of the goals and policies which follow.

## Supply

1. Sunnyvale, like the other northern Santa Clara County cities, does not provide housing for all persons working in the City.
  - a. As of December 1987, there were 31 vacant acres zoned for commercial and offices uses, 245 vacant acres planned for industrial use, and 107 vacant acres planned for residential use.
  - b. Further rezoning for residential use is environmentally unacceptable in certain areas, but may be possible in other areas.
  - c. As of December 1987, the maximum potential for new units under current zoning was 5,472 units.
  - d. Infill development, redevelopment and revitalization trends will continue into the next century.
  - e. Total City employment for 1985 was estimated by ABAG to be 134,300. This number is expected to increase to 144,100 by 1990 and 153,600 by 2005, according to ABAG projections. (These projections have not been revised to reflect the rezonings undertaken since 1986. Note, however, that ABAG employment projections are only marginally sensitive to local land use policies and actions.)
  - f. The housing shortage is a regional problem. The actions of other communities affect Sunnyvale. ABAG has estimated a 34% increase in housing potential is necessary for Northern Santa Clara County by the year 2005 in order to accommodate the job growth forecast for that area.
  - g. The City of Sunnyvale has initiated a General Plan study to address housing and employment recommendations of the Golden Triangle Task Force.

## Neighborhood Conditions

1. The overall physical condition of the neighborhoods is sound. Some of the neighborhoods with older structures have a significant percentage of structures needing repairs.

- a. Overall, 91.5% of the City's structures are in "sound" condition, 8.2% of the structures are rated as "sound deficient," and the remainder of the structures are rated as "unsound."
- b. In the Lakewood, Murphy, and Washington planning areas, over 10% of the structures were rated as either "sound deficient" or "unsound."

2. A concentration of structures needing only minor repairs creates an overall negative effect on an entire neighborhood.

3. Spot areas of residential, commercial and industrial buildings are deteriorated. A combination of structural deficiencies, code violations, lack of minor repairs, and poor aesthetics detract from neighborhood quality. Residential areas have the highest concentration of deteriorating buildings.

- a. In residential areas, painting was the most common repair needed that was visible from the exterior observation of structures.
- b. In commercial and industrial areas, painting was the most common repair needed that was visible from the exterior observation of structures.
- c. A lack of street trees, unkept landscaping and broken fences in certain small pockets of the City create a poor visual impression within a neighborhood.

4. Approximately 33% of the City's dwelling units and non-residential structures are at least 30 years old. By the year 2000, over 60% of the City's housing will be over 30 years old.

## **Affordability**

- 1. The average Sunnyvale resident with an estimated average annual income of \$46,700 in 1988 could not afford to buy the average priced single-family detached home for sale (\$249,500) or average priced condominium for sale (\$160,700) in Sunnyvale in 1988.
  - a. The high cost of housing has resulted in more dual income families.
  - b. The increase in annual income does not keep pace with the increase in housing prices.
  - c. Many single women who are heads of households have affordability needs. As of 1980, this group comprised only 14% of the total household population, but 32% of the households with incomes below the poverty level.
- 2. When fewer people can afford home ownership, there will be a greater demand for rentals.
  - a. An annual income of \$33,000 was necessary to afford the average priced two bedroom apartment in Sunnyvale in 1988.

- b. The vacancy rate fluctuates based on the number of new apartment units, the local job market, the gap between incomes and the cost of homes, the supply of homes and other factors. In June 1988, there was a 2% vacancy rate for apartments.
- c. The fluctuating vacancy rate and a survey of rental costs indicates that affordable and available rentals exist for moderate and above moderate income groups. There are fewer affordable rentals for the lower income groups.
- d. Approximately 87% of the lower income renters with annual incomes under \$15,000 were paying over 25% of their incomes for housing in 1980, while 61% of those renters were paying over 35% of their income for housing in 1980.

3. The City has met 75% of its regional share of housing to be provided between 1980 and 1990. The regional share established by ABAG is 5,042 units. The regional allocation system established by ABAG indicates 44% of these units should be available for above moderate income households; 22% for moderate income households; 16% for low income households; and 18% for very low income households.

4. Homeless persons are a sub-group having serious affordability needs.

- a. During 1986-87, emergency shelter was provided to approximately 115 homeless Sunnyvale residents for a total of 1,830 nights, by an agency that is partially funded by the City. The agency turned away 101 Sunnyvale residents during that time due to lack of space. Other agencies exist which also provide shelter to Sunnyvale residents.
- b. The full extent of the homeless problem is difficult to document.
- c. Homeless persons include families as well as single individuals.

## **Accessibility**

- 1. Complaints received from an agency funded by the City indicate the most prevalent type of discrimination in Sunnyvale during 1986-87 was discrimination against families with children.
- 2. The most frequent landlord-tenant problems are deposit receipt returns and eviction issues, according to an organization funded by the City, .

## **Condominium and Mobile Home Park Conversions**

- 1. The demand for affordable owner-occupied housing can be a factor in favoring conversion of apartments to condominiums or cooperatives.

2. The high cost of rental housing impacts a displaced tenant's opportunity for equal replacement housing.
3. Many existing rental units, if converted, will need some type of physical site improvements in order to provide adequate owner-occupied housing and prevent the homeowners' association from paying extra expenses.
4. The City's Condominium Conversion Ordinance prevents uncontrolled conversions and provides regulations should conversions occur.
5. The City's Mobile Home Park Conversion Ordinance provides an equitable process, should conversions occur.

### **Intergovernmental Coordination**

1. Sunnyvale is one of numerous Bay Area jurisdictions which comprise the housing market.
2. The Housing and Community Revitalization Sub-Element is only one of several City documents which influence housing. The Community Development Block Grant Housing Assistance Plan (HAP) and Areawide Housing Opportunity Plan (AHOP) are directly related. Other City General Plan Sub-Elements indirectly affect housing.
3. Housing is a multi-faceted problem which requires a cooperative effort of private industry, neighboring cities, Santa Clara County, Association of Bay Area Governments (ABAG), and the state and federal governments.
4. Sunnyvale participates in the Golden Triangle Task Force whereby the northern Santa Clara cities and County are attempting to integrate transportation, housing and job growth.
5. ABAG has forecast that if the labor supply needed to continue Santa Clara County's economic growth comes from some other part of the Bay region, the resulting impact on the County's transportation system could be quite severe.

# Goals and Policies

## Supply

- A. Foster the expansion of the housing supply to provide greater opportunities for current and future residents, given environmental, social, fiscal and land use constraints.
  - A.1. Continue to improve, if feasible, the existing jobs to housing ratio.
  - A.2. Continue to require office and industrial development above a certain intensity to mitigate the demand for housing or provide additional housing.
  - A.3. Continue to permit and encourage a residential mix with jobs-producing land uses, as long as there is neighborhood compatibility and no environmental constraints.
  - A.4. Encourage innovative types of housing in existing residential zoning districts.
  - A.5. Continue to provide timely and efficient processing for all developments.

## Neighborhood Conditions

- B. Ensure a high quality living and working environment.
  - B.1. Continue to encourage property owners to maintain existing developments in a manner which enhances the City. Properties should be aesthetically pleasing, free from nuisances and safe from hazards.
  - B.2. Continue to implement the Neighborhood Preservation Program.
  - B.3. Continue to participate in the Community Development Block Grant and other rehabilitation programs.
  - B.4. Ensure that new development and rehabilitation efforts promote quality design and harmonize with existing neighborhood surroundings.
  - B.5. Displacement impacts on tenants as a result of revitalization or land use changes should be considered in the application approval process and minimized where possible.
  - B.6. Continue the City's energy program to promote environmentally sound energy programs, such as solar hot water heating.

## **Affordability**

- C. Promote and maintain a diversity in tenure, type, size, location and cost-of-housing to permit a range of individual choice for all current residents and those expected to become City residents as a result of normal growth processes and employment opportunities.
  - C.1. Attempt to maintain as many as possible of the existing rental units affordable to lower income families and seniors.
  - C.2. Continue to require a mix in the price of housing units in new subdivisions and apartment complexes as a way of distributing low and moderate cost housing throughout the City.
  - C.3. Continue to use local, state and federal financing programs which help reduce the costs of construction, or costs to the resident, in order to make housing affordable to low and middle income families, seniors and handicapped.
  - C.4. Continue to provide assistance to homeless people.
  - C.5. Continue to promote a working relationship with residential developers and realtors to help implement housing policies.

## **Accessibility - Fair Housing Practices**

- D. Promote a community in which all people regardless of their ethnicity, race, religion, marital status, handicap, sex or age will have an equal opportunity to avail themselves of housing.
  - D.1. Continue to support efforts of organizations which work toward eliminating unlawful discrimination in Sunnyvale.
  - D.2. Continue to ensure that handicapped persons have access to newly constructed residential developments when required by code and encourage similar access in renovated structures.
  - D.3. Continue to promote good tenant/landlord relations.

## **Condominium and Mobile Home Park Conversions**

- E. Provide a mixture of owner and rental housing opportunities by allowing conversion from apartment to condominiums or cooperatives when a benefit to the overall City housing need can be shown. Provide an equitable process with reasonable mitigation measures in the event of conversion of mobile home parks to a different use.

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- E.1. Continue to allow condominium and cooperative conversions only when the Citywide vacancy rate for rental units warrants such conversions.
- E.2. Ensure that all condominium conversions meet on-site standards.
- E.3. Continue to provide for tenant protection prior to condominium conversion.
- E.4. Continue to provide ownership opportunities to those living in apartment complexes at the time of application.
- E.5. Continue to provide for low and moderate inclusionary units at the complex, under the Below Market Rate Program, in the event a condominium conversion occurs.
- E.6. Continue to regulate the conversion of mobile home parks in the event of a change in use.

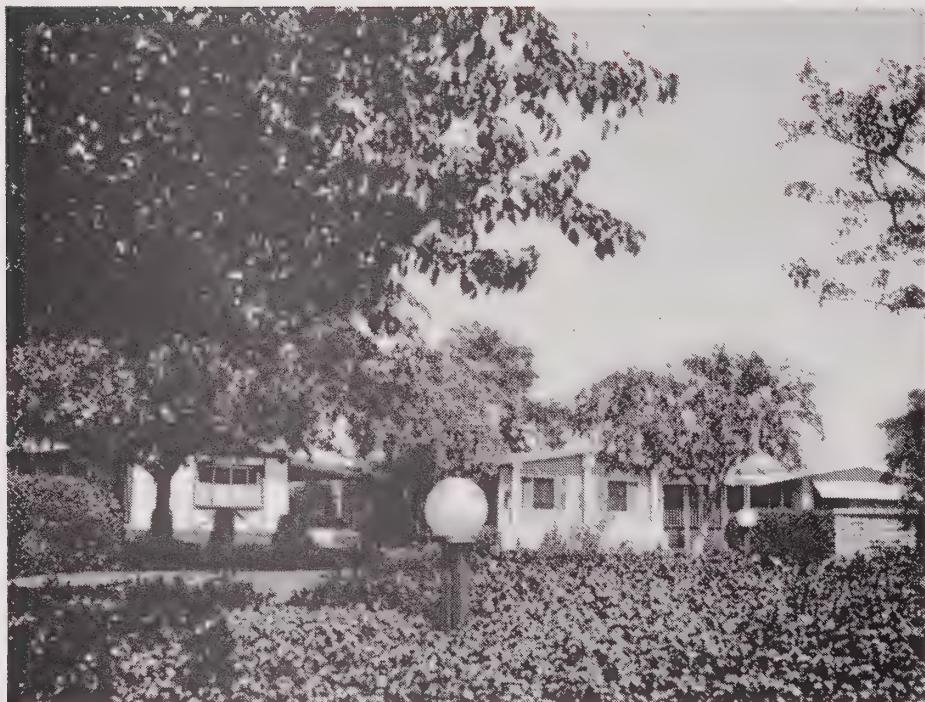
### **Intergovernmental Coordination**

- F. Assume an active role in reviewing and formulating federal, state, regional and countywide housing programs to ensure compatibility with local policies and needs.
  - F.1. Continue to provide comments concerning state and regional housing plans which affect Sunnyvale.
  - F.2. Consider supporting housing legislation at the county, state and federal levels which will promote the goals and policies of the Housing and Community Revitalization Sub-Element.
  - F.3. Continue an active dialogue with neighboring cities, Santa Clara County and ABAG regarding mutual concerns.

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## II. Community Conditions





# II. Community Conditions

## Community Profile

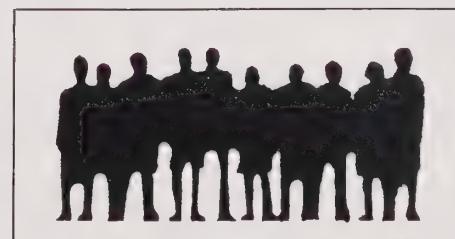
### Population

In 20 years, Sunnyvale could have nearly 40,000 more residents -- a number which is one-third higher than the 1988 population of 117,000. This could result from increasing the amount of housing (beyond what is already planned) to substantially better balance the number of jobs that are here.

In another scenario, the projected population in the year 2005 would only be 127,600 -- about 10% higher than in 1988. This assumes no significant change in the amount of housing that is already planned for Sunnyvale.

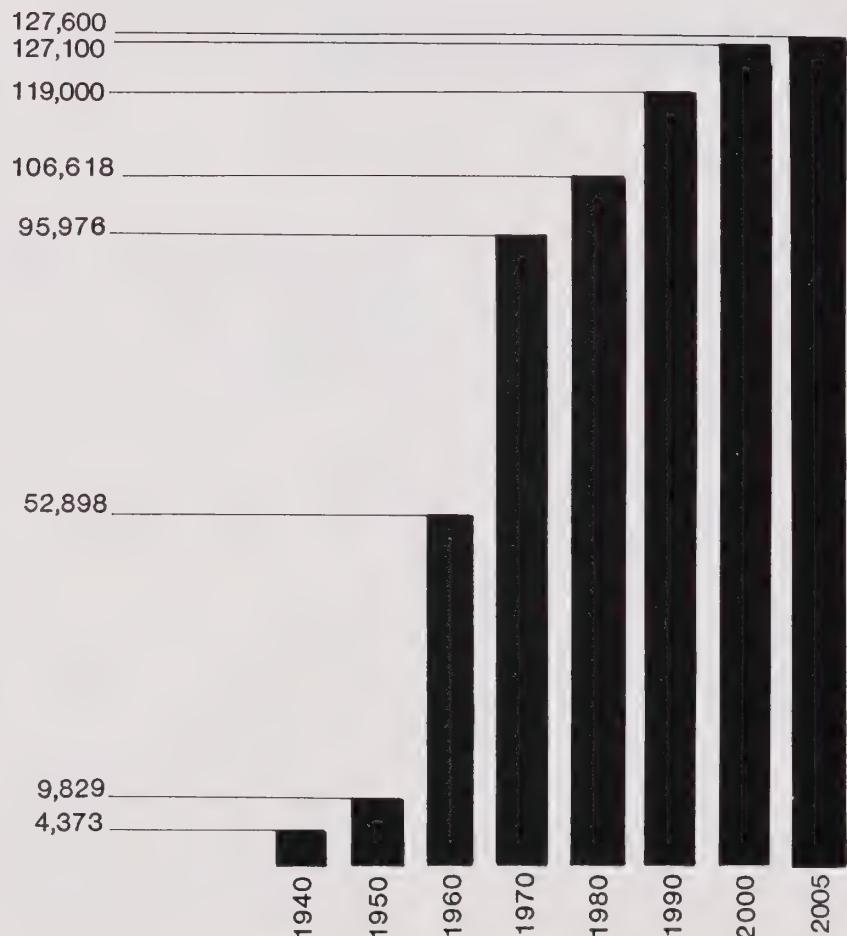
The City initiated a General Plan study of these and other scenarios in 1988. The study considers the City's choices for future land uses -- and their effects on City services and community character. The study is a result of Sunnyvale's participation in the Golden Triangle Task Force. The Task Force is a regional cooperative effort of five cities and Santa Clara County. Their goal is to coordinate land use policies and planning in order to reduce traffic congestion and provide more affordable housing. Sunnyvale's General Plan study evaluates possible strategies for implementing the housing need and job growth recommendations of the Task Force.

Figure 1 shows Sunnyvale's population growth and projections. Much of the growth took place between 1950 and 1970. In that 20-year period, the City grew from 9,800 to 96,000 residents -- an increase of nearly 1,000%. The rapid growth was a result of northern Santa Clara Valley's transition from an agricultural center to the worldwide capital of high technology industries. The rate of population growth has slowed since 1970. Sunnyvale had 106,600 residents in 1980. Since 1980, the City has taken many actions to increase the housing supply. Those actions contribute to a gradual but steady increase in population. By the year 2005, the projected population will be 127,600. That projection assumes the construction of housing units which are planned in zoning designations as of 1987. Figure 1 projections do not reflect



the substantially greater number of units and residents which may result from the 1988 General Plan study.

Figure 1  
City of Sunnyvale's Population Growth  
and Projections: 1940-2005



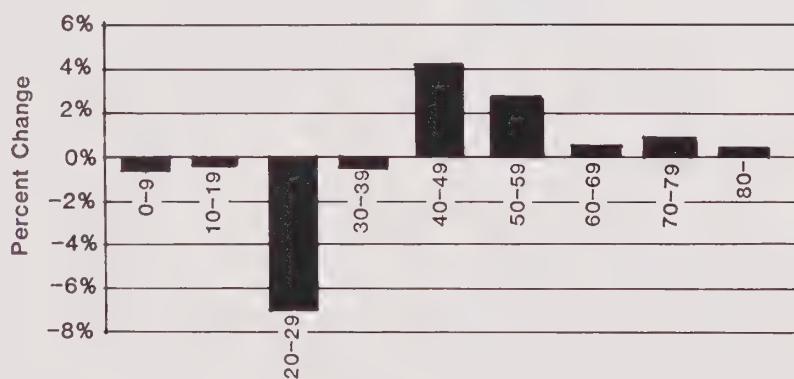
Sources: U.S. Census, ABAG Projections '87, City Planning Division records

## Age Distribution

Figure 2 shows the projected population growth of each age group in Santa Clara County. As a percentage of the total population, the greatest increase will be in the number of people aged 40 or over. People under 40 will decline as a percentage of the total population.

The trend toward an aging population is reflected in Sunnyvale, as well. Figure 3 shows the shift in Sunnyvale's age distribution between 1975 and 1990. The median age was 26.2 years in 1970 and 31.1 years in 1980. There was an overall reduction in the number of school-age children between 1975 and 1987. In recent years there has been an increase in children in the lower grades. It is possible that the overall decline is reversing or leveling off. It is uncertain if the trend toward increased enrollment will continue. The overall reduction of school-age children in the past decade could be the result of several factors, such as high housing costs, declining household size, and/or the small supply of multifamily units with three or four bedrooms.

**Figure 2**  
**Change in Age Groups as a Percent of**  
**Total Population: 1985-2000**  
**Santa Clara County**

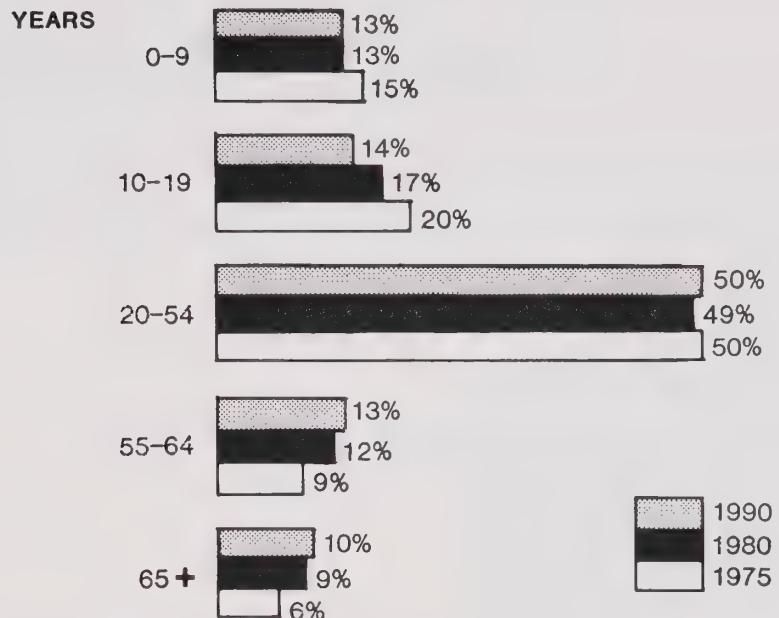


Source: State Department of Finance

As Figure 2 shows, the percentage of young adults (20 to 29 years) is expected to decline as a percentage of the total County population. This trend may appear to slightly reduce the long-term need for "starter" housing. However, the need for affordable housing will be an ongoing issue for all age groups.

Consistent with the Countywide projections, Figure 3 shows that the percentage of people over 55 is increasing. The overall aging of Sunnyvale's population will affect housing choices and the types of community facilities needed. A later section of this Sub-Element discusses the housing needs of older adults.

**Figure 3**  
**Sunnyvale's Age Distribution: 1975-1990**



Sources: 1975 Special Census, 1980 U.S. Census, Estimates based on ABAG Projections '87

### **Ethnic Composition**

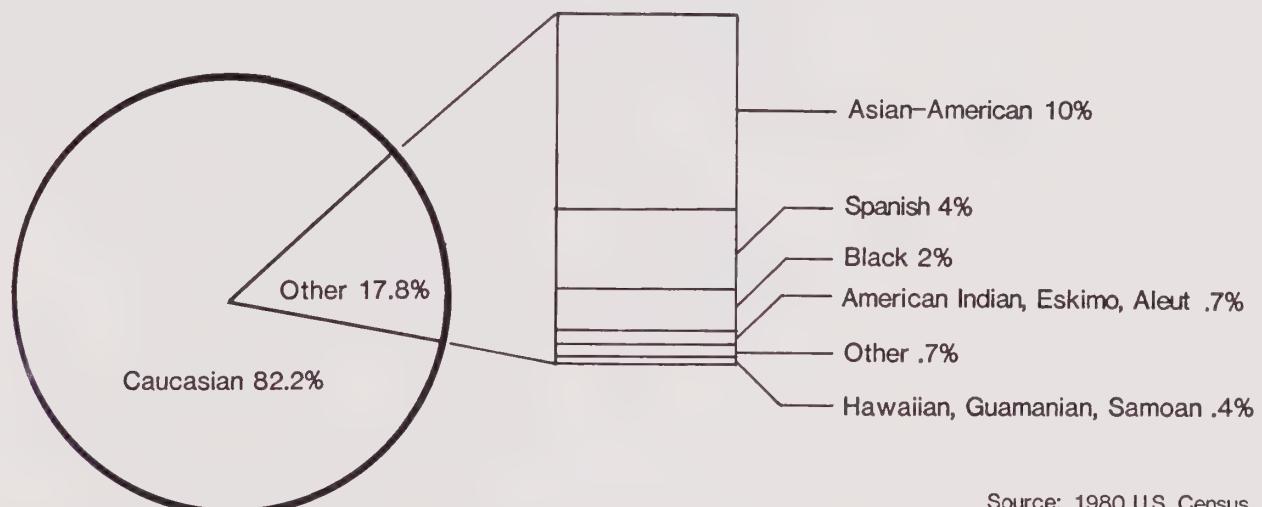
The 1980 Census reported on persons by race. Approximately 82% of Sunnyvale's population claimed to be Caucasian, and 18% claimed to be of other races or ethnic groups. A breakdown of persons by race/ethnicity, as reported in the Census, is shown in Figure 4. The Census also contained a question which required persons of all races and ethnic groups to indicate if they were of Spanish origin. Approximately 8% of the Caucasian population and 3% of the non-Caucasian population (or a total of 11% of the City's population) identified themselves as being of Spanish origin.

Between 1977 and 1987, a shift occurred in the race/ethnic composition of school-age children in Santa Clara County. As a percentage of the total enrollment in public schools, Caucasian children went from 70% in 1977 to 51% in 1987. There was a corresponding rise in the percentage of children of other races or ethnic groups. Asian children were the largest percentage increase (from 5% in 1977 to 18% in 1987). No estimates are available regarding the future ethnic composition of Santa Clara County.

Ethnic composition is significant in that the needs of each group may differ. Those needs must be considered in structuring housing and community revitalization programs.

Figure 4

### Sunnyvale's Ethnic Composition: 1980



Source: 1980 U.S. Census

## Employment

In addition to age and ethnic factors, employment characteristics also affect the City's housing needs.

According to the 1980 Census, Sunnyvale residents over 16 had the following types of jobs: 29% were in administrative, executive, managerial or professional positions; 20% were in administrative support (including clerical work); 13% were in precision production, craft and repair service positions; 9% were in sales; 8% were machine operators, assemblers and inspectors; 7% were technicians; and 14% were in other fields.

Of employed Sunnyvale residents, a large percentage are women. Based on the 1980 Census, about 51% of Sunnyvale women usually worked full-time and 18% worked part-time. This is an increase over the 1970 Census. A larger percentage of working Sunnyvale women can affect household size, income and housing preference.

The California Employment Development Department estimates that nearly one-third of all jobs in the County are in electronics, defense, aerospace and related industries.

Sunnyvale is home to more electronics and information technology firms than any other U.S. city. In 1986, ABAG estimated that: 69% of all Sunnyvale jobs were in manufacturing/wholesale; 14% were in services; 7% were in retail; 2% were in agriculture; and 8% were in other job categories. By the year 2005, the percentage of manufacturing/wholesale jobs in Sunnyvale is expected to drop to 61%, and service jobs will increase to 19% of the total.

As housing costs increase, people in lower-paying positions will find it more difficult to afford housing in Sunnyvale. People moving here will tend to hold higher-paying positions.

**Figure 5**  
**Employment Projections Sunnyvale and**  
**Santa Clara County 1980-2005**

|      | Sunnyvale | Santa Clara County |
|------|-----------|--------------------|
| 1980 | 116,253   | 698,745            |
| 1990 | 144,190   | 901,400            |
| 2005 | 153,600   | 1,152,600          |

Source: ABAG Projections '87

Sunnyvale is the second largest employment center in Santa Clara County. Figure 5 shows ABAG's job projections for the City and County, from 1980 to 2005. As of 1985, ABAG estimated that Sunnyvale had 134,300 jobs. ABAG projects that nearly 20,000 new jobs will be added by the year 2005. This increase is significant, and will create a demand for more housing. ABAG's job projections may be somewhat high. The projections are based on a regional economic model, and are only marginally adjusted to reflect local land use policies which have reduced the potential number of jobs. By rezoning industrial and commercial land to residential uses, and by imposing strict limits on the intensity of office/industrial uses, Sunnyvale has dramatically reduced its job growth potential since 1980. This in turn has reduced the demand for future housing that would otherwise have occurred. The reduction in job growth potential has reduced the future housing demand by 15,000 to 30,000 units. A further reduction in job growth may result from the General Plan study initiated in 1988 to address recommendations of the Golden Triangle Task Force.

## Jobs and Housing

The relationship between jobs and housing plays a major role in housing plans of the City. Currently, Sunnyvale and other northern Santa Clara County cities provide considerably more jobs than housing. As a result, employees must commute from outside the area to their jobs. Long commutes contribute to traffic congestion, pollution, high housing costs and low vacancy rates. The jobs and housing imbalance in Sunnyvale and the County has been repeated throughout the region.

The jobs to housing ratio is calculated by dividing the total number of jobs by the total number of dwellings. In theory, a balanced ratio would be one dwelling for every 1.6 jobs. A one-to-one ratio is not needed because there are an average of 1.6 workers per household, according to ABAG.

In 1980, Sunnyvale's job to housing ratio was 2.59 (one dwelling for every 2.59 employees). To remedy that imbalance, the City has taken significant actions to provide more housing through density increases, rezones and zoning ordinance changes. Between 1980 and 1987, those actions generated the potential for 10,300 more dwelling units than would have otherwise been possible. As of 1987, the City's job to housing ratio was 2.77. Without the City's actions to provide more housing, the 1987 ratio would have been 3.02. By the year 2005, ABAG projects that Sunnyvale will have a jobs to housing ratio of 2.71. Without the City's 1980-1987 housing actions, the projected ratio would have been 3.32. Figure 6 shows the existing and projected jobs to housing ratios.

Figure 6  
Sunnyvale's Jobs to Housing Ratio:  
1980-2005

|      | Jobs    | Housing Units | Jobs/<br>Housing<br>Ratio       | Housing<br>Unit<br>Shortfall |
|------|---------|---------------|---------------------------------|------------------------------|
| 1980 | 116,253 | 44,961        | 2.59<br>(1 d.u. :<br>2.59 jobs) | 27,697                       |
| 1987 | 138,220 | 49,885        | 2.77                            | 36,503                       |
| 2005 | 153,600 | 56,612        | 2.71                            | 39,388                       |

Sources: ABAG Projections '87 (Jobs and 2005 housing estimate):  
City Planning Division records (1980 and 1987 housing estimates)

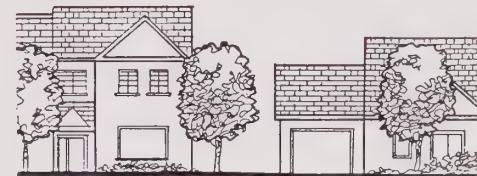
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ABAG's projected ratio may be somewhat high. The jobs part of the ratio does not necessarily reflect the extent to which local land use policies have reduced the potential number of jobs (see Employment section). Also, the projected ratio could be affected by the General Plan study initiated in 1988. In addressing housing and employment recommendations of the Golden Triangle Task Force, the City may decide to provide much more housing than is now planned and to further reduce the potential number of jobs. The City's efforts may significantly improve the jobs to housing ratio now forecast for the year 2005.

By policy, office and industrial developers may be required to contribute to a housing incentive fund or provide other forms of housing mitigation, when developments exceed a certain intensity. The housing incentive fund is to be used to develop affordable housing.

Through its actions, Sunnyvale provides regional leadership in addressing the relationship between jobs and housing.

# Household Characteristics



## Housing Units and Households

Overall, more housing units are planned than currently exist. The supply could be even greater than now planned at buildout. The rate of development will depend on such external factors as interest rates and land availability.

From 1970 to 1980, the number of housing units in Sunnyvale increased by 40%. This rapid rate of development has since slowed. However, the City has taken many actions since 1980 to increase the supply of housing. A potential 10,300 additional units were generated by those actions between 1980-1987. Over 4,400 units were built during that time, for a total of 49,885 units by 1987. This was a 10% increase over 1980. The City projects another 10% increase by the year 2005, for a total of 55,357 units at buildout. This projection is based on zoning designations as of 1987, and does not assume any further rezone actions. The planned increase of about 5,500 units is discussed in the Adequate Sites Inventory section of this Sub-Element.

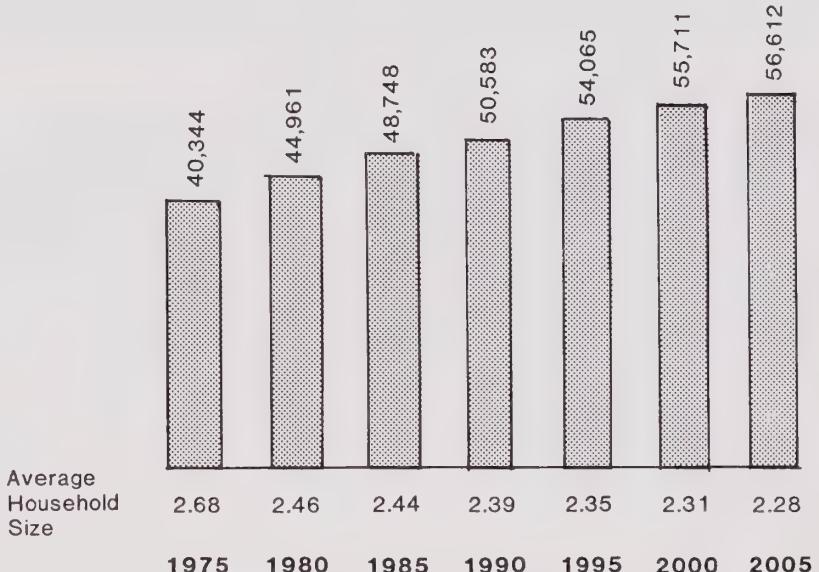
ABAG projects that Sunnyvale will have 56,612 housing units by the year 2005. This is slightly higher than the City's projection. ABAG's model assumed a regional allocation of the housing need, further rezone actions, and other adjustments which account for the difference. Figure 7 shows ABAG's housing unit projections.

City and ABAG projections do not include possible additional housing which may result from the General Plan study initiated in 1988. The City is evaluating possible strategies for implementing housing and employment recommendations of the Golden Triangle Task Force. One recommendation is to increase the amount of housing in the Golden Triangle region by 50,000 to 60,000 units over 20 years. Sunnyvale's share of this new housing need has not yet been allocated. The City's share may be as much as 11,000 units more than now planned at buildout.

ABAG defines households as occupied housing units. Under this definition, the total number of households will always be slightly lower than the number of housing units. The difference between households and housing units is equal to the number of vacant homes. In 1980, there were 42,933 households, an increase of 42% since 1970. In 1987, there were an estimated 48,738 households, assuming an average vacancy rate of 2.3% (based on a 1987 Federal Home Loan

Bank Survey). By 2005, ABAG estimates that Sunnyvale will have 55,310 households.

Figure 7  
Sunnyvale's Dwelling Unit Projections:  
1975-2005



Sources: 1975 Special Census, City Planning Division records. Estimates based on ABAG Projections '87

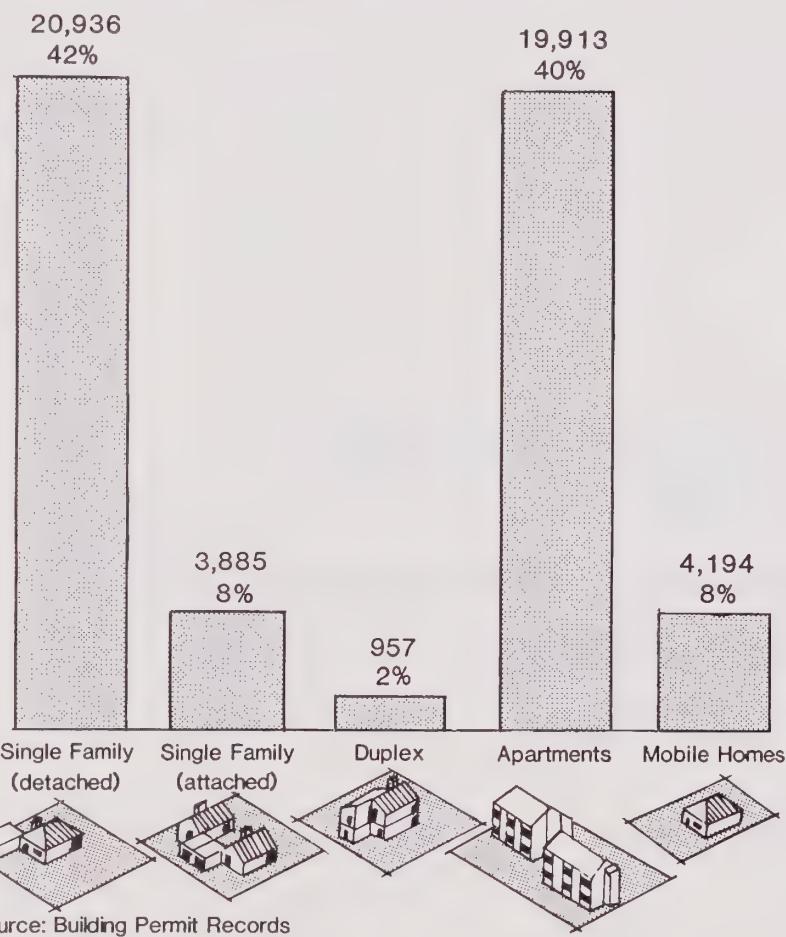
Although the number of housing units is increasing, the average household size is decreasing. Figure 7 projects a gradual decline in household size between 1975 and 2005. In 1970, the average household size was 3.03. By 1985, this number had declined to 2.44. By the year 2005, the average household size is projected to be 2.28. There is a potential for some increase, based on the school enrollment data discussed previously as well as the higher cost of housing which may discourage children from leaving home. Also, certain socio-economic groups may have larger households as a result of extended families living together. At the same time, the tendency toward building multifamily units with one or two bedrooms may discourage large families.

### Types of Housing

Single-family detached homes and rental apartments are currently the predominant types of housing in Sunnyvale. This is shown in Figure 8. Relatively few detached homes have been built in recent years. Between 1980 and 1987,

apartments were the main type of housing built in Sunnyvale (2,809 new units). During the same time, 1,581 townhome and condominium units were built. Future building activity will continue to focus on apartments, townhomes and condominiums.

Figure 8  
Sunnyvale's Dwelling Unit Types: 1987

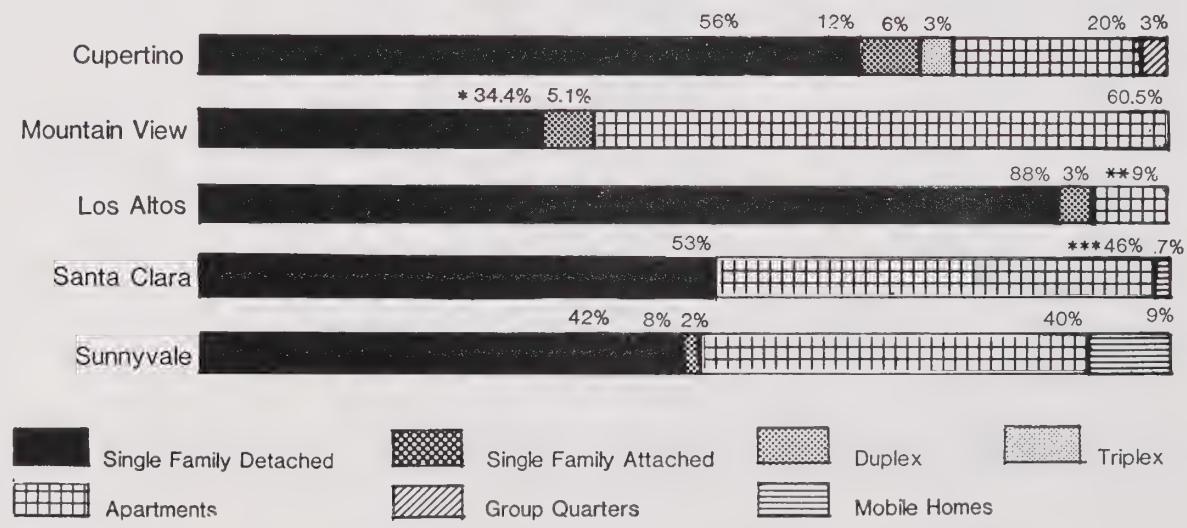


The City has no restriction prohibiting mobile homes or other types of factory built housing. In 1987, there were an estimated 4,194 mobile homes in Sunnyvale. The total number of manufactured housing units is uncertain. These types of housing provide a good source of housing for moderate and lower income households. The Mobile Home Park Conversion Ordinance, while neither prohibiting nor promoting conversions, specifies requirements necessary to mitigate the impacts of displacement on park residents in the event of a conversion. This ordinance provides for relocation assistance in various forms depending on need.

The City's Accessory Unit Ordinance allows for accessory units with an owner-occupancy requirement in either the main or accessory unit. About five accessory units have been constructed per year. At present the ordinance would permit about 660 potential units.

In 1980, 742 persons in Sunnyvale lived in group quarters. The census definition of group quarters includes institutions such as hospitals, convalescent facilities, nursing and rest homes, homes or wards for the physically or mentally handicapped, orphanages and schools. The great majority of Sunnyvale persons in group quarters live in retirement residences, nursing homes, or residential care homes or facilities. Additional group care facilities for seniors have been built since 1980. The need for such facilities is expected to increase. This need reflects a trend toward the overall increase in the age of the City's population.

**Figure 9**  
Comparison of Housing Types Among Santa Clara County Cities: 1987



\*Includes mobile homes and some townhouses    \*\*Includes condominiums    \*\*\*All multifamily

Source: Planning Departments

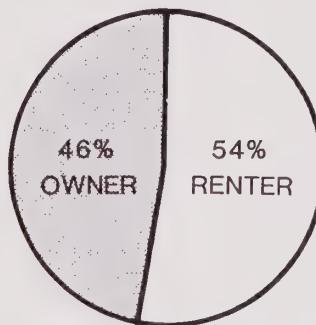
Figure 9 shows a comparison of housing between types among various Santa Clara County cities. Sunnyvale has one of the lowest proportions of single-family detached homes.

### Owner-Renter Distribution

In 1980, 51% of the City's occupied units were owner-occupied while 49% were renter-occupied. By comparison, the Countywide percentage of owner-occupied units was 60% in

1980. In 1987, the distribution in Sunnyvale had changed to 46% owner-occupied units and 54% renter-occupied. Figure 10 shows this owner-renter distribution. The increase in the proportion of renters is expected to continue due to the increase in planned multifamily units.

Figure 10  
City of Sunnyvale's Owner-Renter  
Distribution: 1987



Source: Assessor Records

## Vacancy Rate

The Citywide vacancy rate for all residential units (single and multifamily) has varied greatly in the 1980s, generally increasing when the interest rates are lower and decreasing when the interest rates are higher. In 1980, there was an overall vacancy rate of 2.4% for year round housing units, according to the Census. A September 1987 survey by the Federal Home Loan Bank indicated the vacancy rate to be 2.3%.

The vacancy rate for rental apartments has also fluctuated in recent years. In June 1988, there was a 2% vacancy rate.

In order to preserve its supply of rental housing, Sunnyvale adopted a Condominium Conversion Ordinance, prohibiting conversions unless the vacancy rate reaches and exceeds 3% for over a one year period. Since the ordinance was adopted, there have been no conversions.

## Overcrowded Conditions

In 1980, approximately 1,851 or 4.5% of the total occupied housing units within Sunnyvale were overcrowded. Of the overcrowded households in 1980, approximately 30% lived in owner-occupied housing and 70% lived in rentals. In 1970, 5.1% of the households were overcrowded. Overcrowding is defined by the Federal Housing Authority as more than 1.01 persons per room. This definition was developed before 1950 and is not relevant today. It does not take into account such factors as room size, units with flexible living arrangements, or Uniform Building Code definitions.

Although the decreasing household sizes from 1970 to 1980 may have lessened concerns about overcrowding, the widening gap between demand and supply of housing could contribute to overcrowding. Likewise, the trend toward building units with less bedrooms may contribute to overcrowding. In 1980, 71% of the overcrowded households were rentals, which indicates that affordability and unit size are likely issues contributing to this problem. As the percentage of renters increases along with housing costs, overcrowding may be an issue.

Overcrowding becomes a problem when it is injurious to the persons living in that situation or when the occupants of an overcrowded household impact the neighborhood adversely due to noise and/or the abundance of ungaraged cars. The current definition of overcrowding should be reviewed in relationship to traffic, noise and minimum living standards, rather than number of occupants. In Sunnyvale's housing needs projections, the small percentage of overcrowded units have been included as part of the affordability needs.

## Elderly and Handicapped

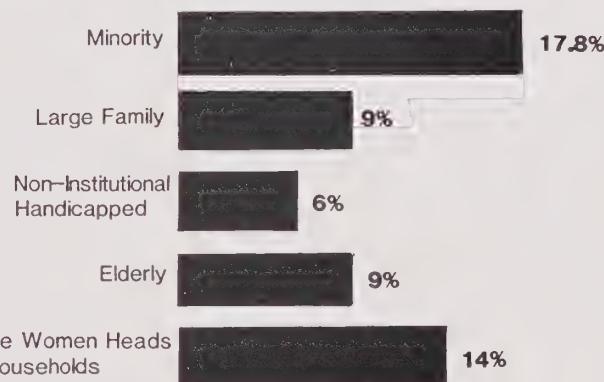


Approximately 9% or 8,776 persons in Sunnyvale in 1980 were elderly (65 years or older). There were about 12% or 6,179 households that had one or more persons aged 65 years or older in 1980. Of the households with elderly persons, approximately 68% lived in owner-occupied housing and 32% lived in rental housing. Also, about 4,911 or 6.4% of the non-institutional population from ages 16 to 64 had some type of a work disability (handicap) in 1980. Figure 11 shows various sub-groups within the City's population. Elderly and disabled persons frequently have an income below the median and can have difficulty entering the housing market either to rent or to own. Also, conventional home design techniques may not fit the physical needs and limitations of these groups. The fact that the elderly are on fixed incomes limits housing

choice when prices rise. Since the percentage of elderly population is on the increase, it is likely the percentage of low income elderly will also increase. Special attention should be focused on the housing needs of this group.

The City currently funds several programs which meet the housing and nutritional needs of the elderly and handicapped. Between 1980 and June 1987, approximately 148 rental units were constructed for low income seniors. There is a need for additional affordable housing for seniors, given the gradual aging of Sunnyvale's population. Sunnyvale also has nursing homes (which house a population of 545) and residential care facilities (which house a population of 212) to assist seniors. Those facilities, however, do not provide subsidized assistance. The City's Home Access Program provides grants to retrofit units occupied by disabled persons. Approximately 70 persons are assisted each year by that program.

Figure 11  
Sub-Groups\* within Sunnyvale: 1980



\* Some persons can be members of several sub-groups

Source: 1980 U.S. Census

## Female Heads of Households

According to the 1980 U.S. Census, there were 3,897 female heads of households (single mothers) within the City. This group comprises only 14% of the total household population, but 32% of the total households with incomes below the poverty level. Between 1970 and 1980, the percentage of female household heads increased 70%. Since this group is increasing and a significant percentage has affordability needs, land use policies and housing programs should address these needs.

In addition to affordability needs, there are accessibility needs. The low income status of this group indicates that rental housing may be the only affordable housing. However, based on data collected by a private agency investigating discrimination, many apartment owners will not rent to female household heads with children even though a 1982 California Supreme Court decision made this type of discrimination illegal. The City has adopted an ordinance banning such discrimination, subjecting those who violate the ordinance to fines.

## **Large Families**

Approximately 3,848 or 9% of the total households within Sunnyvale in 1980 were households of five or more persons. Also in 1980, about 73% of the large families lived in owner-occupied housing and 27% lived in rental housing. In 1975, 16% of the large family households in the City had incomes of less than the Santa Clara County median income. Given the fact that average household sizes are decreasing, the traditional housing concerns related to large families are becoming less important from a public policy perspective.

The typical indicator of problems associated with large families is overcrowding. This does not appear to be a major problem for Sunnyvale in view of the small percentage of overcrowded households (4.5%) reported in 1980.

Even though the number of large families has decreased, there is a limited supply of housing with enough bedrooms for low to moderate income families. The supply of affordable housing with three or more bedrooms is an issue. In recent years, nearly all apartments built in Sunnyvale have been one or two bedrooms. Also, the number of large families may increase in the future due to more extended families or more adult children remaining at home. Family housing issues should be considered when reviewing development proposals.

## **Farmworkers**

Immigrant nursery workers and their families were displaced in 1988 by development of property they had lived and worked upon. The 41 people were paid a relocation settlement by the property owner. The City of Sunnyvale coordinated efforts to help them relocate with federal rent subsidies and to find new jobs, including retraining for other work.

There are no other identified farmworker needs in Sunnyvale.

## **Homeless**

The needs of homeless people are acute. A County task force estimates that 19,000 people needed emergency shelter in Santa Clara County in fiscal year 1986-87. The County's largest shelter provider estimates that as many as 5,000 people in the County have no place to live on any given day. The Department of Public Safety estimates that 50 to 200 people are homeless in Sunnyvale on any given day. Continued increases in the homeless population are predicted. The full extent of the homeless problem is difficult to document.

Economic difficulties and the high cost of housing are the main reasons why people become homeless. The homeless include people of both sexes and all ages. In Santa Clara County, the problem of homeless families is especially severe. This is consistent with state and national estimates that at least 20 percent of all homeless people are families, particularly single parent families headed by women. The high cost of housing is a problem for those migrating from out of state in search of jobs. Housing costs can also be a problem for people who have lived here for a number of years. Heads of households who lose their jobs face the prospect of losing their houses or apartments as well. Even employed people can have difficulty due to rent increases, the inability to find affordable housing, large initial deposits, and flaws in credit history. For seniors or other people on fixed incomes, rent increases can cause severe problems and lead to homelessness. Finally, a significant proportion of the homeless are mentally ill and unable to be self-reliant.

Organized shelter providers in Santa Clara County have space for about 2,200 people per night. In addition to space limitations, some of the shelters take only men, women, families or the chronically mentally ill. The largest shelter provider is the Emergency Housing Consortium of Santa Clara County (EHC). EHC is a non-profit organization that is funded through a combination of federal, state and local funds. The City has funded EHC for several years, to provide services to Sunnyvale residents. EHC operates four shelters in Santa Clara County: a 100-bed shelter in San Jose; a 150-bed shelter for families in Santa Clara (on the grounds of Agnew State Hospital); 14 apartments in San Martin; and 35 apartments in Gilroy. The Urban Ministry operates six shelters for the mentally ill. Other shelters, community-based organizations, churches and social service agencies also provide emergency housing. One of these is the Mid-Peninsula Support Network, a non-profit organization supported by the City, which operates shelters for victims of domestic violence.

In December 1987, the Governor decreed that National Guard armories would be made available on particularly cold nights

to anyone needing shelter. The County of Santa Clara elected to participate in the program, and opened two shelters on a temporary basis, including the armory in Sunnyvale. EHC was contracted to operate the shelters. Twenty to 100 people came to the Sunnyvale armory each night. The Sunnyvale armory provided 1,152 nights lodging during the time that it was open.

A homeless person is designated by shelters as a Sunnyvale resident if his or her last known address was in Sunnyvale. During 1987-88, EHC provided shelter to 228 Sunnyvale residents. During 1986-87, EHC provided shelter to 115 Sunnyvale residents for a total of 1,830 nights, and turned away 101 Sunnyvale residents due to lack of space. In 1985-86, 183 Sunnyvale residents received shelter for 2,716 nights and 92 Sunnyvale residents were turned away. Most Sunnyvale residents go to the Santa Clara shelter. Other agencies also provide shelter to Sunnyvale residents. For example, the Mid-Peninsula Support Network assisted 36 Sunnyvale residents during 1987-88.

EHC has two goals: (1) to shelter people in need of emergency housing and (2) to assist those sheltered to help themselves toward the goal of permanent housing. Individuals and families are provided shelter for up to 30 days at EHC shelters.

According to those involved with the homeless, the response to the problem needs to be "three-tiered": (1) the first tier is basic emergency shelter for all who seek it; (2) the second tier is transitional accommodation, allowing for the start of a stabilization process; and (3) the third tier is permanent affordable housing for the poor.

In Santa Clara County, more emergency shelter is needed to meet the first tier -- shelter for all who seek it. The need is particularly great in the northern part of the County. Due to the demand for shelter, time limits are imposed on the length of stay. This means that some families and individuals are forced to leave a shelter when they have no other place to go. Others are turned away because shelters are full. The armory shelter project was a temporary solution to addressing the needs of those in the first tier of the homeless.

Regarding the second tier -- transitional accommodation -- programs such as that of the Emergency Housing Consortium can help shelter residents to re-establish themselves and obtain permanent housing. In addition to providing up to 30 days of shelter, EHC provides services such as one-time rent deposit grants, rental listings, free bus passes for job and home seekers, financial counseling, referral to job placement and training agencies, hot meals, child care, and health and mental health assessments. In this respect, the County's

shelter programs are models for other metropolitan areas. Most metropolitan areas only provide emergency shelter with few transition services.

The third tier -- low cost housing for the poor -- is difficult to find in Santa Clara County. This issue is discussed in the Affordability Needs section of this Sub-Element.

The armory pilot project demonstrated that agencies could work together to address the needs of the homeless. Additional efforts are needed to seek more permanent solutions. With federal cuts in subsidized housing, the responsibility for addressing this issue is falling more and more on local governments.

A County task force was formed in 1983 to address the problems of the homeless. "Help House the Homeless" is a coalition of shelter providers, church groups, social service agencies, and representatives of local and state governments. The task force is staffed by the County of Santa Clara.

By providing funding to the Emergency Housing Consortium and Mid-Peninsula Support Network, the City of Sunnyvale participates as a partner in assisting people in need of emergency housing. Additional study may be warranted to better ascertain the extent of the homeless problem in Sunnyvale, the ability of existing organizations to meet the identified need, and the potential role of the City in addressing that need.

## Income Distribution

Santa Clara County is considered to be an affluent county, compared to other counties in California and the United States. According to ABAG estimates, the 1985 average

Figure 12  
Sunnyvale's Mean Household Income\*  
Contrasted with the County Mean: 1985-2005

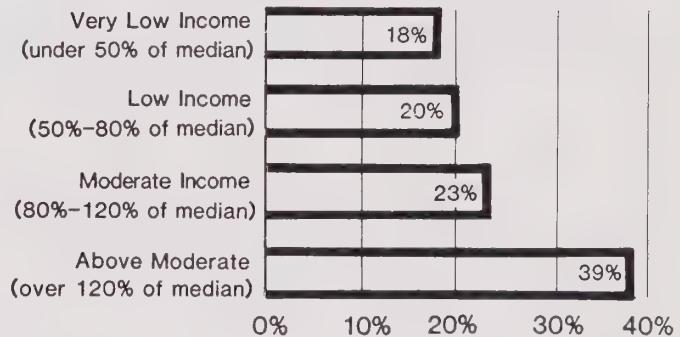
|                    | 1985     | 1990     | 1995     | 2000     | 2005     |
|--------------------|----------|----------|----------|----------|----------|
| Sunnyvale          | \$42,500 | \$44,300 | \$47,000 | \$49,200 | \$52,100 |
| Santa Clara County | \$44,300 | \$46,800 | \$50,100 | \$52,500 | \$55,000 |

Source: ABAG Projections-87 \* Constant in 1985 dollars By factoring a 3.2% inflation rate into ABAG's projections, the S.F. Chronicle estimated that Sunnyvale's mean household income was \$45,300 in 1987 (or \$46,700 in 1988).

household income for Santa Clara County was \$44,300. With a 1985 average household income of \$42,500, Sunnyvale had the sixth lowest City income in the County. In 1988, Sunnyvale's average household income was estimated to be \$46,700, based on an ABAG projection modified by the San Francisco Chronicle.

In contrast to the average income estimates, Figure 13 shows the percentage of Sunnyvale households within each income group, according to the 1980 Census data on median annual income.

Figure 13  
Income Levels of Sunnyvale Households: 1980



Source: 1980 U.S. Census based on Sunnyvale's median household income of \$23,059 (mean household income was \$25,658)

# New Construction, Preservation, Rehabilitation, and Other Needs

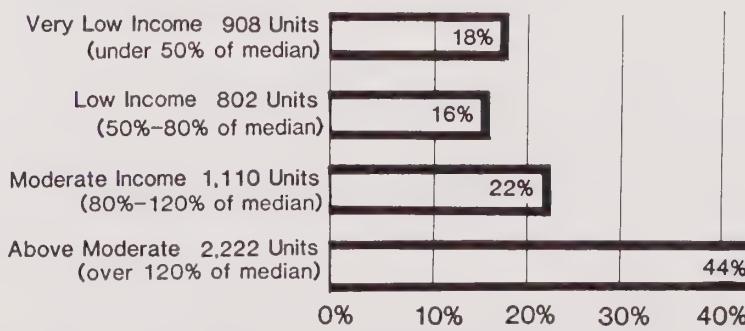
## Supply and the ABAG Regional Housing Allocation

Sunnyvale's new construction need incorporates a share of the regional housing need of persons from all income levels as identified by ABAG. The regional need includes existing and projected regional demand for housing, taking into account market demand, employment opportunities, availability of suitable sites and public facilities, and commuting patterns. Between 1980 and 1990, ABAG determined that Sunnyvale's new construction need should be 5,042 units to take into account regional needs.

Between 1980 and 1987, over 4,400 units were built in Sunnyvale. Assuming the 1987 new construction figure remains constant (400+ units) for the next two years, the City will have built more than its ABAG goal of 5,042 units by 1990. The goal does not take into account possible additional housing which may result from the General Plan study initiated in 1988.

In addition to establishing the new construction need of 5,042 units, ABAG divided this figure by income group in order to meet the regional housing needs of all income groups. Figure 14 shows the distribution established by ABAG.

Figure 14  
1990 Projected Housing Need by  
Income Group to Meet Regional Need

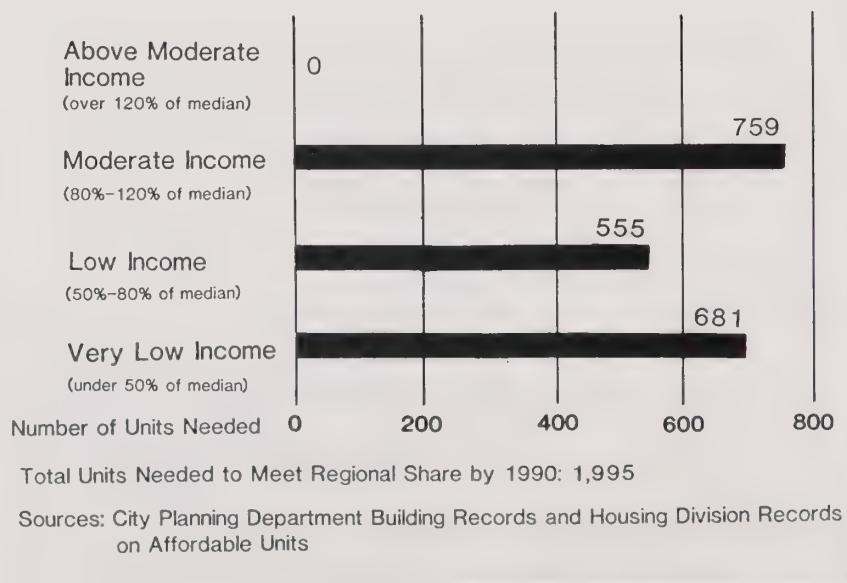


Source: ABAG projections based on regional need

Between 1980 and 1987, it is estimated that 25% of the very low and 31% of the low income projected need was met. Very low income is defined as under 50% of the median income. Low income is defined as 50% to 80% of the median income. Very low and low income needs were met by: (1) the construction of 439 units under the BMR Program and Mortgage Revenue Bonds (210 units were for very low income and 229 units were for low income), and (2) the construction of an estimated 35 units under the Accessory Unit Ordinance. Therefore, the very low and low income need for 1987 to 1990 was reduced to 681 very low and 555 low income units needed, as shown in Figure 15. Sunnyvale's land costs do not permit the private market to meet the needs of the very low and low income groups.

An estimated 32% of the moderate income projected housing need was met from 1980 to 1987. Moderate income is defined as 80% to 120% of the median income. This need was met by the: (1) construction of 82 moderate income owner occupied units under the BMR Program; (2) construction of 69 units from Mortgage Revenue Bonds; and (3) an estimated 200 new apartments. There remains an additional 759 moderate income units needed between 1987 and 1990 to meet the ABAG regional goal. Moderate income households would experience difficulty in purchasing some Sunnyvale housing, however, there would be affordable rental units and condominiums for this group.

Figure 15  
Sunnyvale's New Construction Need by Income Group (1987-1990)



Based on Community Development Department permit records, Sunnyvale has already met its 1980-1990 above moderate income housing need. Above moderate income is defined as over 120% of the median income. As long as the infrastructure has capacity and land is available, the private sector can meet the needs of the above moderate income households.

If housing affordable to all economic groups is to be made available, the supply of affordable housing should increase in amount and percentage of the total housing stock.

## **Rehabilitation and Preservation**

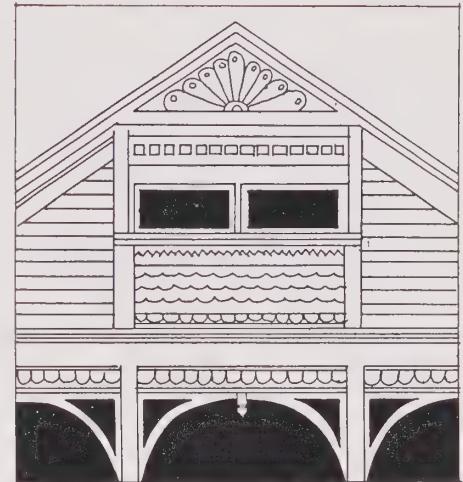
As Sunnyvale is mostly built-out, emphasis needs to be placed on rehabilitation and preservation. Rehabilitation and preservation are essential so that the quality of neighborhoods can be preserved for present and future residents. Various factors affect the quality of a neighborhood such as the age of structures, open space and landscaping, intensity of uses and maintenance. The age of structures is significant in that it indicates when rehabilitation needs will occur. Open space and landscaping are important features in all Sunnyvale neighborhoods. The intensity of uses is determined by home businesses (legal and illegal), number of cars, densities, number of people and accessory units. The more intensive a use the greater the opportunity for wear and tear upon structures, as well as other negative impacts.

### 1. Windshield Survey

A Citywide windshield survey was conducted in February and March 1987 to determine the structural condition of residential and non-residential structures. The survey, as discussed previously, was limited to rating the visible front and side exteriors of structures. With the exception of sampling in certain areas, the methodology was the same as the 1979 citywide survey of structural conditions. Sampling was used for newer areas in which approximately 30% to 40% of the structures were sampled. In the older areas, 100% of the structures were surveyed. A ratio of "A", "B", "C" or "D" was assigned to each structure based on the condition of the structure. The following definitions were used for the alphabet rating:

#### Code

A Sound. A structure providing safe, sanitary and adequate housing or shelter. The structure shows no visible damage and exhibits the appearance of regular maintenance. Small areas



of peeling paint, unmended fences or unkept landscaping may be included in a sound rating.

B Sound Deficient. A structure providing safe, sanitary and adequate housing or shelter, but shows two or more deficiencies which if unrepairs may lead to structure deterioration. Deficiencies include junky or trashy yard, broken windows, large areas of peeling paint, large driveway cracks, unpaved driveway, missing shingles and deteriorating fencing.

C Unsound, Needing Major Rehabilitation/Deteriorating. A structure which does not provide safe, sanitary or adequate housing or shelter, but could be rehabilitated. The structure exhibits deficiencies which indicate a prolonged absence of regular maintenance or inadequate original construction. Examples include several broken and/or boarded windows, large areas of missing roof shingles, holes in the wall, cracks in walls and/or foundations, sagging porch and/or roof lines, missing or damaged doors, unpaved driveway, inadequate additions, and inadequate original construction.

D Unsound, Requiring Demolition/Dilapidated. A structure which has deteriorated past the point of economical rehabilitation and is unsafe, unsanitary and inadequate housing or shelter. The structure exhibits a majority of major defects and deficiencies including severely sagging foundations, roof and porch lines, large holes in walls and roof, missing or broken

Figure 16

### Comparison Between Structures Surveyed and Condition of Structures: 1979 and 1987

| Total Structures | Rating |                   |                 |              |              |
|------------------|--------|-------------------|-----------------|--------------|--------------|
|                  | A      | B                 | C               | D            |              |
| 1979             | 25,256 | 24,397<br>(96.6%) | 631<br>(2.5%)   | 179<br>(.7%) | 49<br>(.2%)  |
| 1987             | 26,888 | 24,615<br>(91.5%) | 2,218<br>(8.2%) | 44<br>(.16%) | 11<br>(.04%) |

Source: 1979 and 1987 Windshield Surveys

windows and doors, severely peeling paint, unpaved, pitted and rutted driveway, inadequate additions and inadequate original construction.

Figure 16 compares the number of structures surveyed and the condition of structures in the 1979 and 1987 surveys.

## 2. Survey Analysis

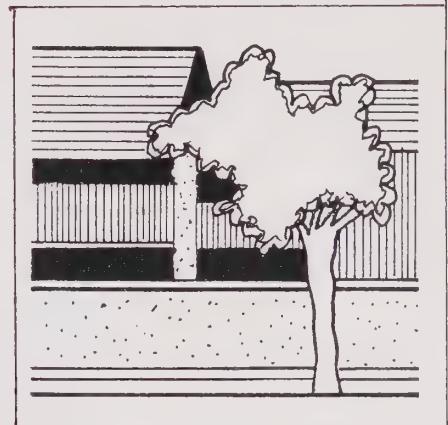
Overall, Sunnyvale's residential and non-residential structures are in good condition. Of those structures surveyed, 91.5% received an "A" rating. In contrast, the structures requiring some rehabilitation were generally viewed as sound deficient ("B"), rather than being viewed as deteriorating/unsound requiring major rehabilitation ("C") or dilapidated/unsound requiring demolition ("D"). This data is significant in that it will affect the alternatives used for rehabilitation and revitalization. For example, the emphasis should be directed toward cosmetic or minor repairs, as well as basic safety needs, rather than replacement or major structural renovations.

Mobile home parks were included in the survey. Overall, the parks are in good condition. Nearly 75% of the parks were rated as sound ("A"). The others were rated as sound deficient ("B").

Figure 17 shows a percentage breakdown of structural conditions by planning area. Some general impressions were noted for each planning area. In the Lakewood, Murphy and Washington planning area, revitalization needs are predominately in the residential areas, with the exception of certain commercial areas in Murphy which also need a rehabilitation emphasis. These areas had the highest proportion of renters in 1980, which indicates that absentee landlords and renters may be less inclined to maintain their housing. This inclination applies to both single and multifamily housing.

In the remaining planning areas, the structures needing rehabilitation were overwhelmingly residential and were concentrated in specific areas. Thus, the focus should be upon certain neighborhoods in those areas rather than the entire area. At times, there were a greater number of single-family units requiring rehabilitation when they were located next to multifamily units or commercial areas. This would occur even when the multifamily units were in good condition.

Of the total structures (26,888) surveyed in 1987, 2,024



were residential structures rated as "B" or "C," i.e. requiring some type of rehabilitation while 11 residential structures rated as "D," i.e. requiring demolition.

The most frequent type of deficiency noted for residential structures was large areas of peeling paint. Other common deficiencies identified were cluttered yards (abandoned vehicles, miscellaneous debris, etc.), unkept landscaping, and broken fences.

The most frequent type of deficiency noted for non-residential structures was large areas of peeling paint. This was most evident in the Murphy planning area.

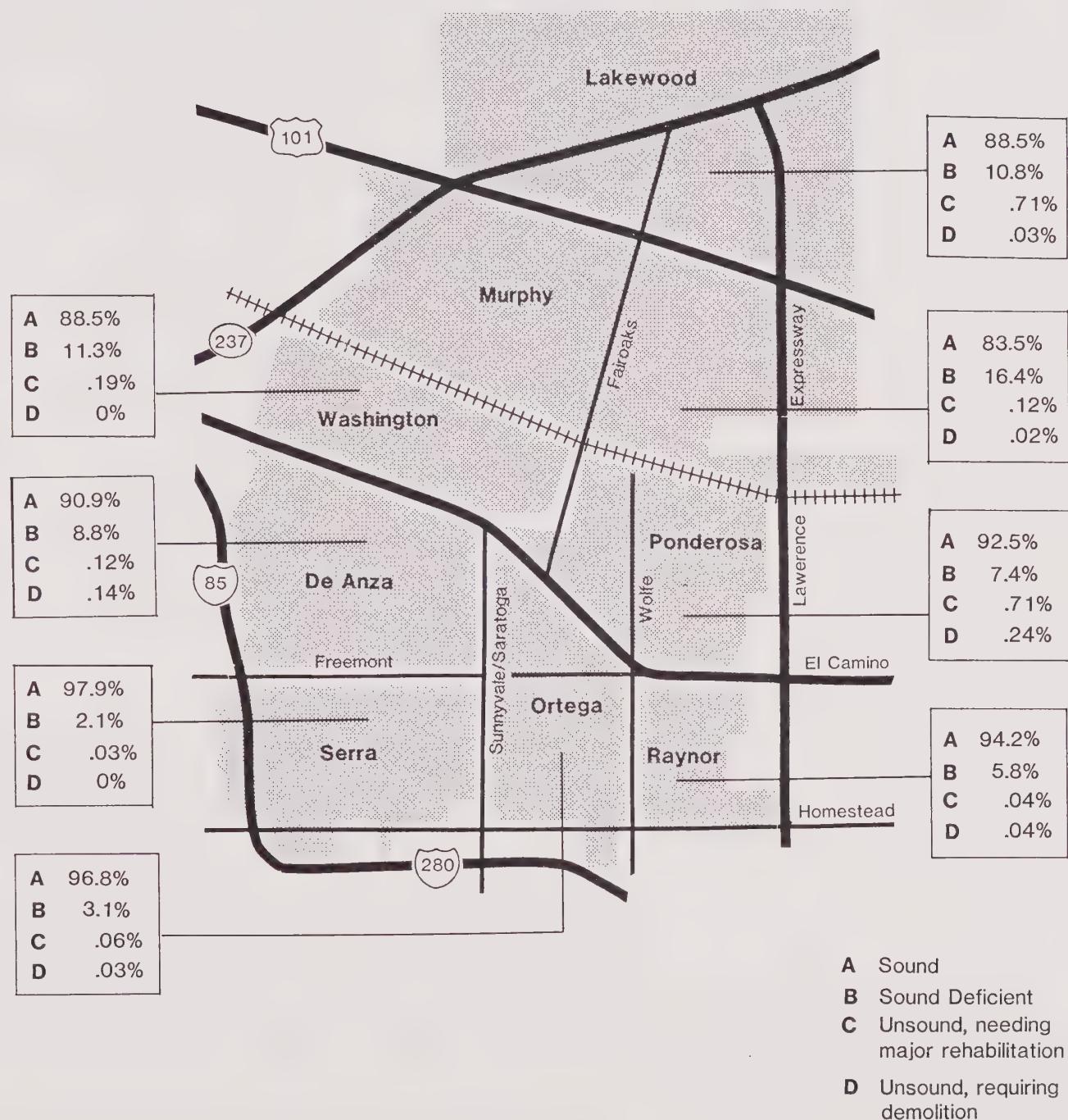
Even though the major portion of the City received an "A" rating, there were gradations of "A's." For example, a structure could be in excellent condition and receive an "A" or it could have small areas of peeling paint or unmended fences and still receive an "A" rating. When a neighborhood contained a majority of "A" structures, but a number of the "A" structures had small areas of peeling paint, or unmended fences, or unkept landscaping, the overall neighborhood impression given was that the neighborhood was in decline. This impression was noted in the Lakewood and Murphy planning areas as well as in portions of the Washington planning area. Consequently, improvements can also be made on "A" rated structures in order to prevent further deterioration.

In addition to the negative effect that occurs in a neighborhood when a series of houses may require only minor work, the presence or absence of mature trees also affects the overall visual impression. Those neighborhoods lacking street trees or those without mature trees did not create an overall favorable visual impression. The three planning areas with the greatest need for additional trees are: Lakewood, Murphy and Washington.

Perhaps the most difficult issue to resolve is why a particular structure is deficient or why a particular neighborhood contains deficient structures. The reasons for deterioration likely vary by neighborhood. Such reasons could include any or some combination of the following: age of the structures and/or occupants, ethnic or cultural values, social-economic factors, owner-renter distribution and competing land uses. It is important to distinguish the reasons why a neighborhood contains deficiencies or the condition may be remedied on a temporary basis only. For example,

Figure 17

Structural Conditions by Planning Area: 1979 & 1987



Source: 1979 and 1987 Windshield Surveys

to remedy parking violations by code enforcement may immediately improve the situation, but may have only a short-term impact. Consequently, one of the most integral components of a revitalization program may be to identify the reasons behind a neighborhood's condition. Some type of neighborhood involvement is necessary to ensure the viability and long term success of the program. It is important to recognize the varying causes of deferred maintenance and the multiple solutions available.

### 3. Comparison between Structural Conditions in 1979 and 1987

Between 1979 and 1987 there was an overall improvement in the structures identified as deteriorating/unsound needing major rehabilitation ("C") or as dilapidated/unsound, requiring demolition ("D") as shown in Figure 18. In 1987, .16% of the structures were identified as deteriorating/unsound requiring demolition/dilapidated ("D"). In contrast in 1979, .7% of the structures were identified as unsound needing major rehabilitation/deteriorating and .2% of the structures were considered as unsound requiring demolition/dilapidated. This change may partially be the result of the 87 residential demolitions that occurred between 1980 and 1986, in which some of the more deteriorated structures may have been removed. Also, the City's rehabilitation program likely had some impact on the overall quality of the structures in the worst condition.

The greatest negative change appears to be that the number of sound but deficient structures ("B") has increased between 1979 and 1987 from 2.5% to 8.2%. Thus, rehabilitation efforts should be focused for the most part to impact housing with the type of problems identified as sound deficient.

### 4. Maintenance and Improvement Trends

Substantial private investment has been made in maintaining and upgrading the existing housing stock. Additions, repairs and alterations were valued at \$11.1 million in 1987, more than double the 1980 value. This trend is expected to continue.

While the trend is encouraging, several factors should be noted. First, nearly all of the improvements made were to single-family detached homes. Little investment was made in maintaining and improving townhouses, condominiums and apartments. This is

Figure 18

## Comparison between Structural Conditions in 1979 and 1987

| PLANNING AREA | ASSESSOR PARCEL<br>BOOK | SOUND DEFICIENT |             |            |             | UN SOUND, NEEDING<br>MAJOR REHABILI- |             | UN SOUND,<br>REQUIRING<br>DEMOLITION (D) |            |
|---------------|-------------------------|-----------------|-------------|------------|-------------|--------------------------------------|-------------|--|------------|
|               |                         | SOUND (A)       |             | (B)        |             | TATION (C)                           |             |  |            |
|               |                         | 1979            | 1987        | 1979       | 1987        | 1979                                 | 1987        | 1979                                     | 1987       |
| LAKEWOOD      | 15                      | --              | --          | --         | --          | --                                   | --          | --                                       | --         |
|               | 104                     | 95.8%           | 87.1%       | 4.0%       | 12.7%       | .1%                                  | .21%        | .1%                                      | 0          |
|               | <u>110</u>              | <u>95.1</u>     | <u>89.7</u> | <u>4.1</u> | <u>10.1</u> | <u>.6</u>                            | <u>.17</u>  | <u>.2</u>                                | <u>0</u>   |
|               | TOTAL                   | 95.3            | 88.5        | 4.1        | 11.3        | .4                                   | .19         | .2                                       | 0          |
| MURPHY        | 159                     | --              | --          | --         | --          | --                                   | --          | --                                       | --         |
|               | 163                     | 86.6            | 95.6        | 6.5        | 4.1         | 5.6                                  | 0           | 1.3                                      | .22        |
|               | 204                     | 95.5            | 79.9        | 3.8        | 20.0        | .7                                   | .14         | 0  | 0          |
|               | 205                     | 95.3            | 83.7        | 4.6        | 16.1        | .1                                   | .16         | 0  | 0          |
|               | <u>216</u>              | <u>100.0</u>    | <u>98.5</u> | <u>0</u>   | <u>1.5</u>  | <u>0</u>                             | <u>0</u>    | <u>0</u>                                 | <u>0</u>   |
|               | TOTAL                   | 94.7            | 83.5        | 4.3        | 16.4        | .9                                   | .12         | .1                                       | .02        |
| WASHINGTON    | 163                     | 94.8            | 90.7        | 4.1        | 8.9         | .9                                   | .42         | .2                                       | 0          |
|               | <u>209</u>              | <u>81.9</u>     | <u>81.9</u> | <u>9.3</u> | <u>16.4</u> | <u>8.2</u>                           | <u>1.56</u> | <u>.6</u>                                | <u>.12</u> |
|               | TOTAL                   | 90.7            | 88.5        | 5.8        | 10.8        | 3.2                                  | .71         | .3                                       | .03        |
|               | 209                     | 99.0            | 91.2        | .8         | 8.6         | .2                                   | .24         | 0  | 0          |
| PONDEROSA     | 211                     | 99.5            | 90.4        | .5         | 9.2         | 0                                    | .24         | 0  | .24        |
|               | <u>213</u>              | <u>97.4</u>     | <u>93.2</u> | <u>2.1</u> | <u>6.8</u>  | <u>.4</u>                            | <u>.24</u>  | <u>.1</u>                                | <u>0</u>   |
|               | TOTAL                   | 97.9            | 92.5        | 1.6        | 7.4         | .4                                   | .71         | .1                                       | .24        |
|               | 211                     | 98.1            | 96.8        | .8         | 3.2         | .3                                   | 0           | .8                                       | 0          |
| ORTEGA        | 309                     | 98.4            | 96.9        | 1.6        | 2.7         | 0                                    | .27         | --                                       | .13        |
|               | <u>316</u>              | <u>98.1</u>     | <u>95.7</u> | <u>1.3</u> | <u>4.3</u>  | <u>.6</u>                            | <u>0</u>    | <u>--</u>                                | <u>0</u>   |
|               | TOTAL                   | 98.3            | 96.8        | 1.3        | 3.1         | .1                                   | .06         | .3                                       | .03        |
|               | 198                     | 99.0            | 88.3        | .7         | 11.6        | .3                                   | .06         | 0  | .06        |
| DE ANZA       | 201                     | 97.8            | 89.6        | 1.5        | 10.2        | .4                                   | 0           | .3                                       | .23        |
|               | <u>202</u>              | <u>97.4</u>     | <u>95.9</u> | <u>1.3</u> | <u>3.6</u>  | <u>.5</u>                            | <u>.33</u>  | <u>.9</u>                                | <u>.16</u> |
|               | TOTAL                   | 98.0            | 90.9        | 1.3        | 8.8         | .4                                   | .12         | .3                                       | .14        |
|               | 320                     | 99.9            | 99.0        | .1         | .9          | 0                                    | .06         | ?  | 0          |
| SERRA         | 323                     | 98.8            | 97.2        | 1.0        | 2.8         | .1                                   | 0           | ?  | 0          |
|               | <u>326</u>              | <u>100.0</u>    | <u>95.8</u> | <u>0</u>   | <u>4.2</u>  | <u>0</u>                             | <u>0</u>    | <u>?</u>                                 | <u>0</u>   |
|               | TOTAL                   | 99.2            | 97.9        | .6         | 2.1         | .1                                   | .03         | .1                                       | 0          |
|               | 313                     | <u>97.5</u>     | <u>94.2</u> | <u>2.2</u> | <u>5.8</u>  | <u>.2</u>                            | <u>.04</u>  | <u>.1</u>                                | <u>.04</u> |
| RAYNOR        | —                       | —               | —           | —          | —           | —                                    | —           | —  | —          |
|               | CITY OF SUNNYVALE       | 96.6            | 91.2        | 2.5        | 8.2         | .7                                   | .16         | .2                                       | .04        |

Sources: 1979 and 1987 Windshield Surveys

partially due to the generally older age of the single-family detached housing stock, but may indicate other circumstances as well. Second, the windshield survey revealed that not all homes are being maintained. Additional investment is needed. Third, the housing stock is aging, and so will need ever increasing levels of investment over the years. The aging factor is discussed in the next section.

The City offers homeowners a pamphlet describing types of home maintenance and improvement methods. In addition, the City promotes its own residential and commercial rehabilitation program through outreach efforts involving visits with community groups, advertising, utility stuffers, and distributing a pamphlet describing the available programs. These actions will assist in promoting maintenance and improvement.

Effective January 1987, a State law requires home sellers to disclose the condition of their property to buyers. The law applies to residential properties of one to four units. The seller is liable for accuracy in describing the home's condition. This law makes it more difficult to sell defective property, and has stimulated activity to correct additions, alterations and repairs made without necessary permits or not in compliance with building codes.

## 5. Age of Structures

In addition to considering structural conditions, the age of structures is another factor to take into account when assessing potential rehabilitation needs. Problems associated with age will not always be visible but should be considered in a revitalization program. Over 35% of the City's dwelling units were built before 1960 and, as of 1988, are 29+ years old. Another 35% were built in the 1960s and are 19 to 28 years old. Approximately 21% were built in the 1970s and are 9 to 18 years old. The age of Sunnyvale's dwelling units is shown in Figure 19. These figures are significant.

They reflect that a large percentage of the City's dwelling units are at the age where rehabilitation and/or major maintenance are needed to keep the buildings in good condition. In 1983, the City annexed 651 older units, which resulted in increasing the overall age of the housing and causing an increase in housing rehabilitation needs.

Mobile home parks in Sunnyvale were built between 1948 and 1978. Their infrastructure may tend to

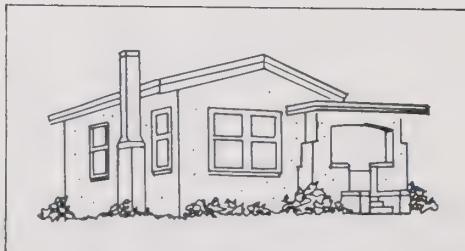


Figure 19

### Age of Sunnyvale's Housing Units: 1987

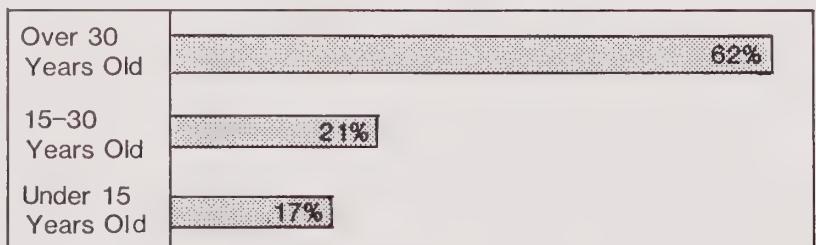
| Year Built          | Pre-1950 | 1950-54 | 1955-59 | 1960-64 | 1965-69 | 1970-74 | 1975-79 | 1980-84 | 1985-87 |        |
|---------------------|----------|---------|---------|---------|---------|---------|---------|---------|---------|--------|
| Number of Units     | 2,991    | 5,288   | 9,317   | 11,988  | 5,687   | 6,773   | 3,390   | 1,655   | 2,377   | 49,466 |
| 1987 % by Age Group | 6%       | 11%     | 19%     | 24%     | 11%     | 14%     | 7%      | 3%      | 5%      | 100%   |

Source: Building Permit Records

deteriorate faster than the infrastructure of traditional developments. This assumption is made because most of the parks were initially approved for a 20-year period only. On a per park basis, the average manufacture date of mobile homes ranges from 1950 to 1978. These averages were derived from a list of mobile homes for sale in 1986. As with traditional housing, mobile homes are getting older and so have potential rehabilitation or maintenance needs.

Figure 20

### Age of Sunnyvale's Housing Units: 2000



Source: Planning Department Permit Records and ABAG Projections-87

Figure 20 shows the estimated age of Sunnyvale's housing units in the year 2000. Sixty-two percent of the housing will be over 30 years old, with 31% of the houses over 40 years old. This is significant in that rehabilitation and conservation efforts are important to preserve the older housing stock.

Approximately 35% of all non-residential structures were built before 1960. As of 1988, 24% of non-residential structures are 19 to 28 years old, and 23% are 9 to 18 years old. Like the age of the housing, there is a significant proportion of non-residential buildings that are over 18 years old. Figure 21 shows the age of non-residential structures. Without ongoing exterior maintenance, deterioration is more evident. Likewise, interior facilities malfunction and must be repaired or replaced. As all buildings continue to age, the potential for deterioration increases. Thus, the City's focus should be in older areas of town which generally run from the downtown to the north.

Figure 21

### Age of Non-Residential Structures: 1986

| Year of Permit | Pre-1950 | 1950-54 | 1955-59 | 1960-64 | 1965-69 | 1970-74 | 1975-79 | 1980-84 | 1985-86 |       |
|----------------|----------|---------|---------|---------|---------|---------|---------|---------|---------|-------|
| Permits Issued | 270      | 450     | 601     | 557     | 325     | 382     | 487     | 461     | 182     | 3,715 |
| % of Total     | 7%       | 12%     | 16%     | 15%     | 9%      | 10%     | 13%     | 13%     | 5%      | 100%  |

Sources: Pre-1979 figures taken from city worksheets which were derived from Building Permit Activity Report, Post-1979 figures taken directly from City Building Permit Activity Report.

## 6. Neighborhood Preservation Program

To respond to identified conditions affecting neighborhood quality, the City has established a Neighborhood Preservation Program. It is an expansion of a zoning code enforcement program that began in 1980. The Neighborhood Preservation Program is designed to preserve and enhance the health, safety, appearance and general welfare of Sunnyvale's neighborhoods by: (1) encouraging property owners to maintain or rehabilitate their properties; (2) providing information about housing, zoning and nuisance codes and City assistance available to rehabilitate property; (3) identifying where City services and codes could be improved to enhance neighborhood preservation; and (4) enforcing housing, zoning and nuisance codes.

The Preservation Program consists of a combination of three key elements: (1) public education; (2) proactive

staff action; and (3) increased enforcement of appropriate City codes.

The Neighborhood Preservation Program covers a wide range of activities and responsibilities related primarily to the external maintenance and appearance of residential, commercial and industrial properties which generally includes:

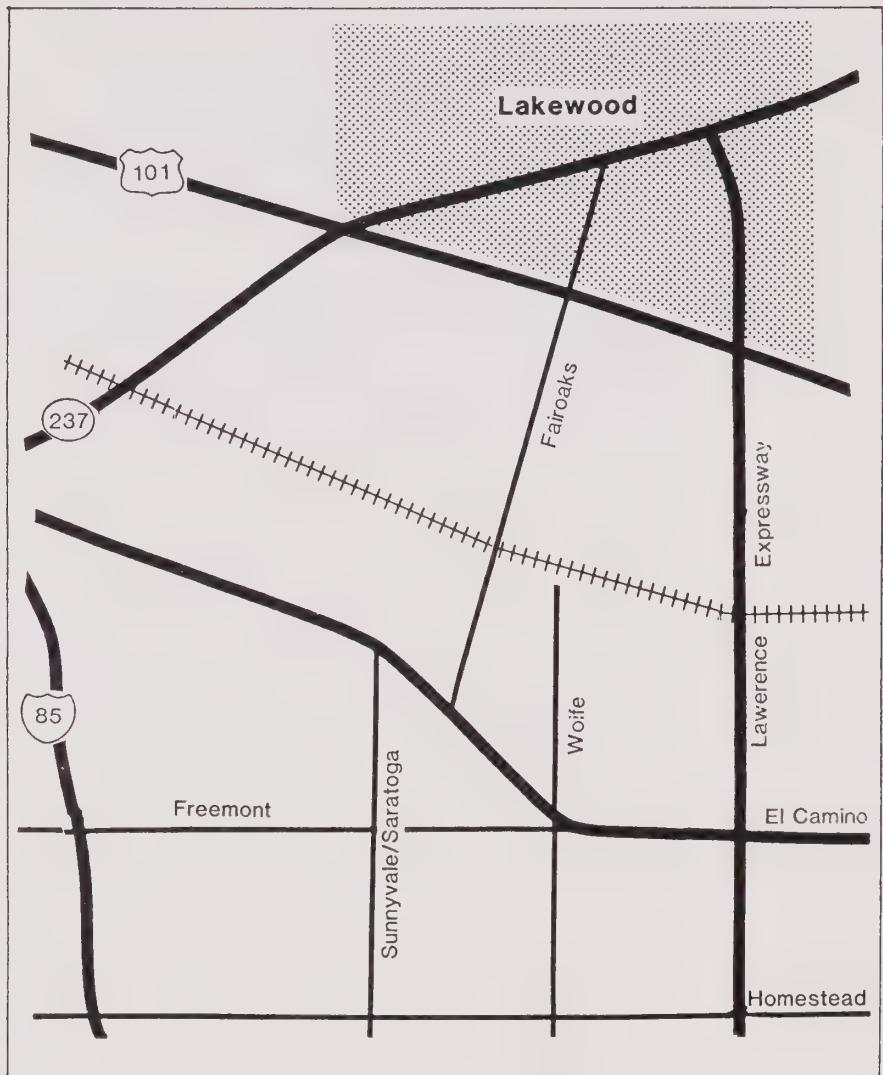
- establishing and maintaining community relations programs involving citizens, citizens' groups and businesses
- providing information and educational services regarding housing, zoning and nuisance codes
- code enforcement
- promoting residential rehabilitation programs
- identifying areas in need of special or additional City services
- property inspection
- review/inspection of Use Permits
- receiving and evaluating requests for City services
- receiving, evaluating and processing complaints
- coordinating inter-departmental enhancement activities
- developing new or improved codes to address identified neighborhood and community preservation issues

Data from the windshield survey should be analyzed and correlated with other findings of the Neighborhood Preservation Program.

## 7. The Planning Areas - Rehabilitation Survey

### Lakewood

The industrial and office sections of north Lakewood are predominately new and in excellent condition. In contrast, Lakewood's housing is older and requires more concentrated efforts in rehabilitation. The most frequent type of improvement needed is painting. Many



of the houses had large areas of peeling paint, especially on the trim and garage areas. Many driveways also have large cracks. There were also a number of homes with inoperable vehicles. The number of sound structures "A" in Lakewood decreased from 95.3% in 1979 to 88.5% in 1987. There was a corresponding increase in the number of "B" structures between 1979 to 1987. It may be that rehabilitation efforts have not kept up with the age of the housing. Emphasis should be placed in this area to prevent continued decline. The percentage of "C" and "D" structures decreased slightly between 1979 and 1986.

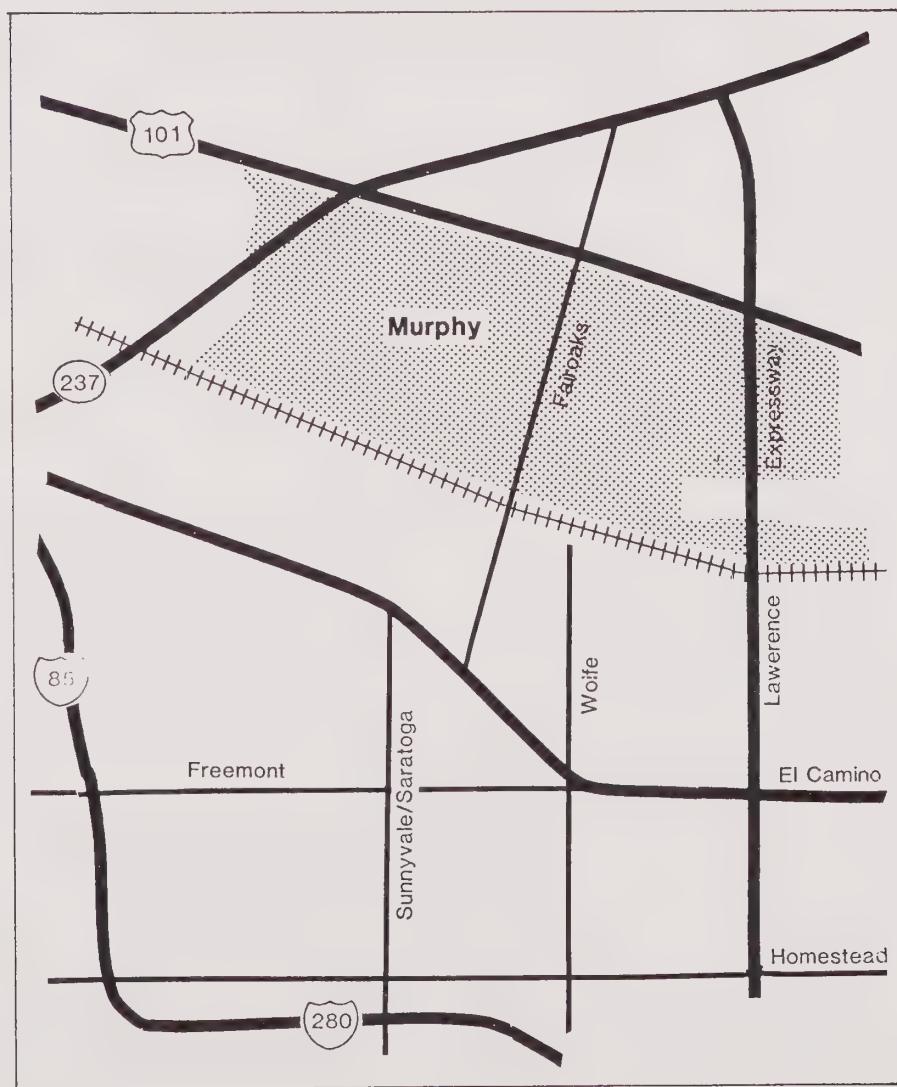
As a component of the survey, seven of the eight mobile home parks in Lakewood were rated as sound ("A"). They appeared to be in better overall condition than the single-family homes.

## Murphy

In the East and West Murphy areas, there were a large number of freshly painted units. There were greater concentrations of "B" structures rather than an isolated "B" structure among the "A" structures. Single-family homes, duplexes, triplexes, and fourplexes have the majority of deficiencies. In Murphy, the number of "A" structures increased or remained constant in certain neighborhoods, but decreased in other neighborhoods.

Of the four mobile home parks in the Murphy planning area, two appeared to be in sound ("A") condition. The other two parks had an overall "B" rated impression.

Commercial and industrial areas require some rehabilitation but show no structural deficiencies.



## Washington

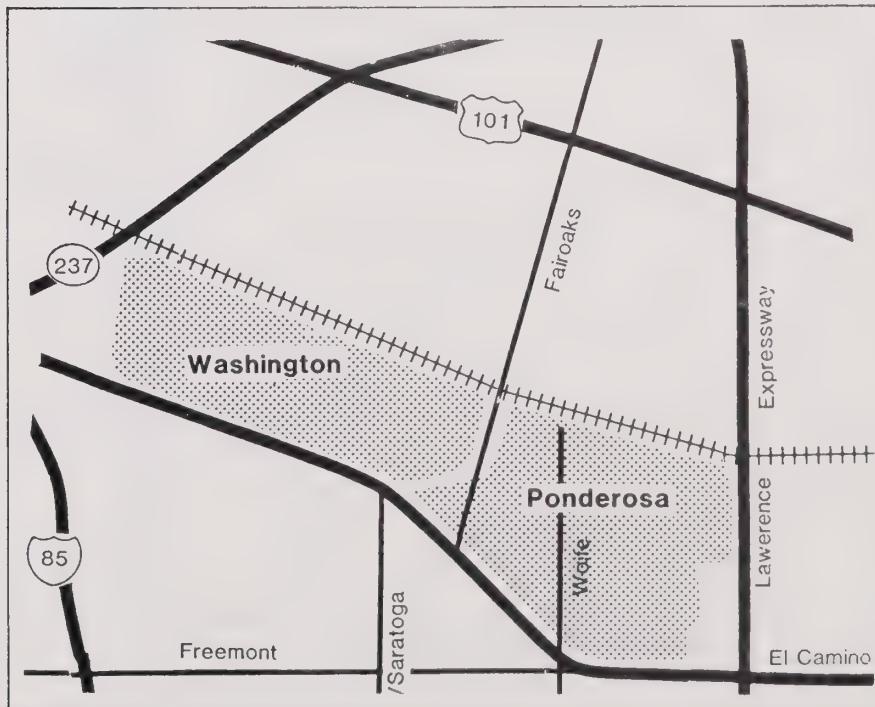
In Washington, new construction and remodeling was observed. This gives the planning area an overall impression of improvement. The areas with mixed uses, such as commercial and residential, appeared to have a higher concentration of "B" structures.

The number of "C" rated structures decreased from 3.2% to .71% between 1979 and 1987. However, there was an increase of "B" rated structures from 5.8% to 10.8%.

## Ponderosa

Rehabilitation needs for Ponderosa are limited. Only certain neighborhoods require revitalization. The types of repairs needed are aesthetic as opposed to structural. There are only a few duplexes and triplexes in Ponderosa, but of those few many require some work. A small percentage of the apartments require improvements.

For the most part, however, 92% of the structures are rated as "A" and in good condition. This includes the four mobile home parks in the Ponderosa area. The majority of structures rated as "B" increased from 1.6% to 7.4% between 1979 and 1987, a situation similar to the other areas.



### De Anza

The most common types of deficiencies noted in De Anza were those deficiencies associated with "B" rated structures. Single-family homes, duplexes, triplexes, and quadruplexes were in need of repairs as opposed to apartments. On the whole, the majority of the housing is in good condition. The commercial and industrial areas are in good condition and require little rehabilitation.

There was a decrease in the "A" rated structures in De Anza from 98% to 90.9% between 1979 and 1987 with a corresponding increase in the number of "B" rated structures from 1.3% to 8.8%.

### Ortega

The most frequent type of deficiencies noted in Ortega were peeling paint and unmaintained yards. These were predominantly associated with single-family homes located in areas bounded by E. Fremont Avenue (to the north), Carlisle Way (to the south), Kingfisher Way (to the west) and Arleen Avenue (to the east). Non-residential structures were in good condition. Overall the condition of the structures remained almost the same between 1979 and 1987.

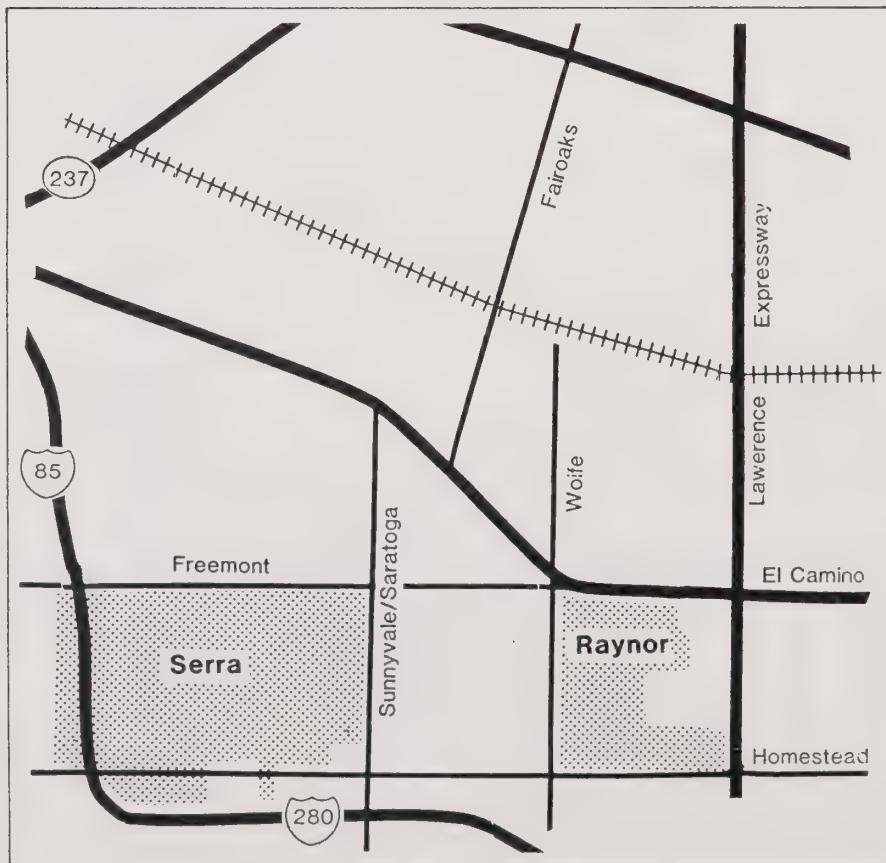


### Raynor

Much of Raynor is in good condition. In the areas bounded by E. Fremont (to the north), Marion Way (to the south), Wolfe Road (to the west) and Norman Drive (to the east), some single-family homes and a few duplexes and apartments needed the type of repairs associated with "B" rated structures. Mobile homes in the Raynor area received an overall "B" rating. There was only a minor decrease in the number of "A" rated structures between 1979 and 1987.

### Serra

Serra is predominantly residential and the housing overall is in good condition. Some single-family homes and a few triplexes, quadraplexes and apartments distributed throughout the planning area had deficiencies such as peeling paint and cluttered yards. There was only slight decrease in the number of "A" rated structures between 1979 and 1987 from 99.2% to 97.6%, with a slight increase in the "B" rated structures from .6% to 2.1% during the same period. Mobile homes in this planning area had an overall "B" rated impression.



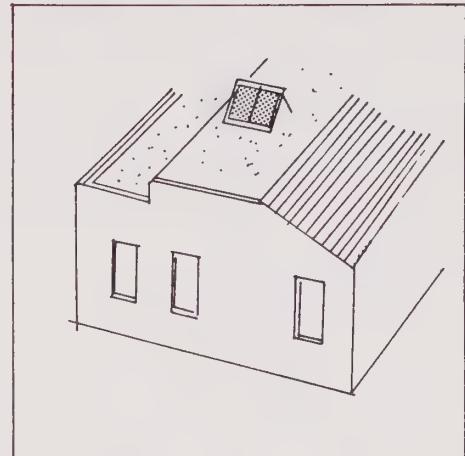
## 8. Energy Conservation

Energy conservation is one aspect of housing conservation. Sunnyvale's commitment to energy conservation is embodied in goals and policies described in the Energy Sub-Element of the General Plan.

The City has examined opportunities for energy conservation in residential developments. Various methods are available to reduce the consumption of non-renewable energy resources. For example, passive and active solar systems can be incorporated into the design, orientation and construction of subdivisions. Also, existing housing units can be retrofitted with energy-saving devices. State energy requirements, such as Title 24, ensure that minimum energy standards will be met to increase efficiency. Additional efforts can further the "energy performance" of a building.

Sunnyvale has a policy and ordinance requiring that a percentage of hot water needs for new development must be met by solar energy systems. Developments are exempted if there is no solar access or the requirement is not cost effective. In such cases, energy-efficient alternatives are required.

Sunnyvale also operates a mobile home weatherization program when funding is available.



## **Affordability Needs**

A household is considered to have affordability needs when it is paying more than 30% of its income for housing. Overpayment problems are more serious in the very low and low income households, since these households have less discretionary dollars to purchase other necessities such as food. Sunnyvale's existing affordability needs (where households are paying in excess of 30% of their income for housing or cannot afford any housing) are as follows:

- Very low and low income small family renters have the greatest need. Very low income is defined as under 50% of the median income. Low income is defined as 50% to 80% of the median income. According to the Sunnyvale Housing Assistance Program (1985-1988), there are approximately 2,993 very low and 2,132 low income renter households with affordability needs or who are overcrowded. Female heads of households and the elderly should be target groups to receive

assistance within this category. The very low and low income households can be assisted through the Below Market Rate, Section 8 rental subsidy, Mortgage Revenue Bond, and shared housing programs.

- Very low and low income homeowners, both small family and elderly, especially female heads of households, also have affordability needs. Based on the 1980 Census, there were about 1,200 households in owner occupied non-condominium units with annual incomes below \$20,000 that were paying in excess of 30% of their income for rent. This figure is estimated to have remained constant for 1987. When a homeowner is having affordability needs, necessary maintenance of property can be neglected.
- Moderate income households have less affordability needs than the low and very low income households. Moderate income is defined as 80% to 120% of the median income. Based on the 1980 Census, approximately 11% of the moderate income households were paying more than 30% of their income for housing. Applying the same percentage to the estimated number of moderate income households in 1987, there are about 1,233 moderate income households in Sunnyvale that have affordability needs in 1987. Moderate income households will rely on a continuation of the Below Market Rate Program to obtain housing that is affordable to them.
- About 950 above moderate income households may have had affordability needs in 1987. This assumes that 5% of the above moderate income households pay over 30% of their income for housing. Above moderate income is defined as over 120% of the median income.
- Homeless Sunnyvale people also have serious shelter needs that are related to affordability. As discussed in a previous section, their needs are three-tiered: emergency shelter, transitional accommodations, and permanent affordable housing. The extent of their needs is undocumented at present. Sunnyvale's homeless receive assistance at shelters operated by the Emergency Housing Consortium and partially funded by the City, but some are turned away due to lack of space. Homeless Sunnyvale people may also receive shelter from other agencies.
- Displaced nursery workers and their families were assisted by the City of Sunnyvale in 1988 in obtaining housing and jobs. There are no other identified farmworker needs in Sunnyvale.

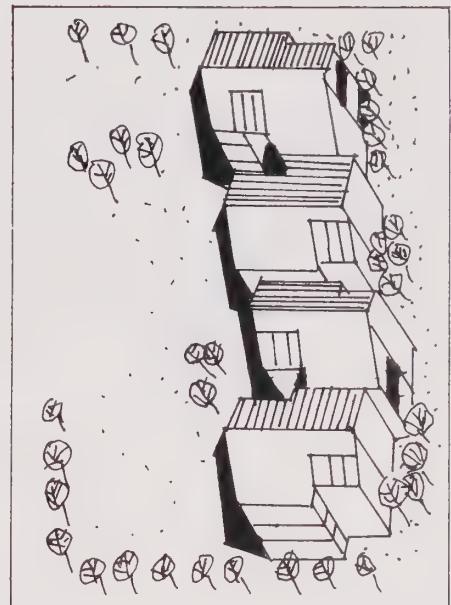
## Condominium and Mobile Home Park Conversions

This section addresses the conversion of apartments to condominiums or cooperatives, and the conversion of mobile home parks to different uses.

Condominium or cooperative conversions affect both the owner and renter housing supply, yet they provide no new housing. Demand for conversion stems from the high costs of owner occupied housing as well as the financial opportunities available to the converters of these apartments. Converted condominiums have a comparatively lower cost than new construction and provide an opportunity for ownership. On the other hand, rental apartments are one of the primary sources of moderate cost shelter in Sunnyvale. Apartments function as starter housing for young families and singles, temporary housing for students, and an alternative, less costly form of housing for the middle-aged and elderly who no longer desire or cannot afford home ownership. They also provide a relatively lower cost housing which is necessary to accommodate the skilled production and manufacturing employees who are vital to the electronics and other industries. Without a supply of lower cost housing, many local companies have expanded outside the Santa Clara Valley to areas where housing costs are within the reach of all employees. To ignore this concern may have serious effects on the local economy.

Moreover, the uncontrolled conversion of apartments to condominiums or stock cooperatives may compromise the goals of promoting and maintaining a range of housing types within the City. Sunnyvale's Condominium Conversion Ordinance recognizes and addresses these issues. Under the ordinance, no conversion is permitted until the vacancy rate reaches and exceeds 3% for over a year. Special provisions protect the elderly and require that a percentage of the converted units be set aside for low and moderate income households. Also, the ordinance requirements for building and site improvements will protect future owners and the homeowners' association from unexpected repairs. At present, there have been no condominium conversions in Sunnyvale.

While it neither encourages or discourages conversions, the City's Mobile Home Park Conversion Ordinance provides an equitable and clear process for park owners and residents in the event of a change in use. The City found that conversion of a mobile home park would have substantial adverse impacts on park residents due to the unique circumstances of mobile home ownership in Sunnyvale. Therefore, a Conversion Ordinance was adopted in 1987 to provide reasonable measures to mitigate these impacts and assist displaced residents in securing replacement housing, if a change in use is approved by the City.





## Accessibility Needs

Closely related to the issue of the supply of housing is the issue of accessibility of the housing, so that each household regardless of ethnic, economic, age, or marital status is provided with a reasonable choice of locations within the community. Problems that relate to accessibility focus on two main areas: discrimination and landlord-tenant conflicts.

### 1. Discrimination

The only available information on discrimination comes from a local non-profit agency partially funded by the City to investigate and make referrals on claims of discrimination. This agency reported that it received 95 complaints of illegal discrimination in Sunnyvale during the fiscal year 1986-87. Thirty-four of those complaints became cases, when residents wanted to pursue the issue and when the agency staff believed that there was discrimination. The agency averages about 60 Sunnyvale cases per year. The majority of complaints for Sunnyvale continue to involve discrimination against families with children. In cases where sufficient evidence of discrimination is obtained, clients are referred for legal service, or the center offers conciliation services.

Sunnyvale refers discrimination based complaints that it receives to a local non-profit agency. Sunnyvale's Age Discrimination Ordinance prohibits such discrimination and sets fines for those who discriminate. The City Attorney's office also prosecutes discrimination cases.

### 2. Landlord-Tenant Issues

Landlord-tenant conflicts center around several areas. The major portion of these problems involve the following:

- eviction issues;
- complaints from landlords regarding non-payment of rent and property destruction;
- claims by tenants regarding unreasonable rent increases;
- inability of tenants to reclaim cleaning and/or security deposits;

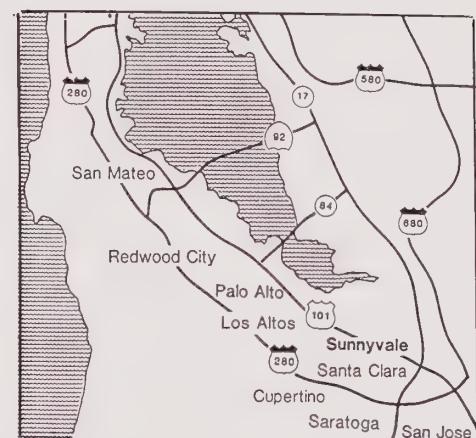
- claims by tenants of landlords' failure to maintain and repair the building and facilities; and
- other issues involving noise, pest and rodent control.

The degree and extent of the problem is difficult to document. The City financially supports a local non-profit agency. This agency provides rental information and mediation services to Sunnyvale residents. The most frequent types of problems during 1986-87 were related to evictions and deposit receipts.

## Intergovernmental Coordination

Sunnyvale is only one of several jurisdictions in the region which shares responsibility for the housing market. In some areas, the City can act alone, while in other areas, intergovernmental coordination is not only helpful, but also necessary. The City should therefore continue its cooperation with the state, Association of Bay Area Governments, Santa Clara County, and neighboring cities in order to ensure that new housing programs will be useful to and supported by Sunnyvale.

One of the ways the City is cooperating with neighboring jurisdictions is by participating in the Golden Triangle Task Force. In 1987, the Task Force adopted a series of recommendations in four major areas: housing allocation, transportation demand management, capital improvements and growth management. In the area of housing, the Task Force took the following actions: (1) conceptually endorsed adding 50,000 to 60,000 new housing units in the Golden Triangle area; (2) endorsed that cities should take action now that will facilitate development of future housing; and (3) endorsed the concept of a housing allocation formula to be developed during the implementation phase. The City has begun to consider long-term strategies to address these Task Force recommendations.





# Adequate Sites Inventory

## Introduction

One of the functions of the Housing and Community Revitalization Sub-Element is to analyze the capacity of suitable and developable sites to meet the identified housing needs. In addition to identifying the potential for sites to increase housing, the Sub-Element should address the suitability of sites for non-market rate housing. There are certain limiting factors. For example, Sunnyvale is a community which is mostly built-out and annexation potential is limited.

## Analysis

The following analysis is based on a December 1987 outlook for housing in Sunnyvale. The analysis does not include possible additional housing which may result from the General Plan study initiated in 1988 to address the recommendations of the Golden Triangle Task Force.

Sunnyvale had 49,885 housing units in 1987. An additional 5,472 units are projected at buildout. This projection includes vacant residential land (2,738 units), redevelopment opportunities (1,476 units), phased projects (152 units), accessory units (422 units) and underutilized sites (684 units). A total of 55,357 units are projected at buildout. This summary is presented in Figure 22.

Figure 23 describes the vacant residential land capacity as of December 1987. Approximately 2,738 units can be built on this land. Of those units, approximately 2,539 will be available for above moderate income, while 228 will be below market rate units. The majority of the new residential development will be condominiums, townhouses and apartments. An estimated 51,479 units will be constructed by December 1990. Single-family detached and cluster units will occur in the R-0 and R-1 zones. Projects of 7 to 14 units per acre are anticipated for the R-2 zone. The R-3, R-4 and R-5 zones will have condominium, townhouse and apartment projects ranging from 15 to 45 units per acre. Below Market Rate (BMR) units will be provided for projects of ten units or more in all developments of more than six units per acre. Figure 23 includes 43 acres of unincorporated land that are planned for housing and will provide 1,146 units. The unincorporated area is within the City's sphere of influence and will be subject to BMR requirements upon

development. It is anticipated that these areas will be incorporated within the next five years and that all the housing will be multi-family with 40% at R-2 and 60% at R-4 zoning densities.

**Figure 22**  
**Potential Residential Development and  
Redevelopment at Buildout**

**POTENTIAL ADDITIONAL HOUSING UNITS**

|  |   |
|--|---|
| Vacant Residential Land                              | 2,738 (including approximately 228 BMR units) |
| Redevelopment Sites                                  | 1,476 (including approximately 133 BMR units) |
| Phased Projects                                      | 152 (including approximately 15 BMR units)    |
| Underutilized sites (multi-family residential zones) | 684 (including approximately 30 BMR units)    |
| Accessory units                                      | <u>422</u>                                    |
|  | 5,472 (including approximately 455 BMR units) |

**TOTAL HOUSING UNITS**

|                 |              |
|-----------------|--------------|
| Existing Units  | 49,885       |
| Potential Units | <u>5,472</u> |
|                 | 55,357 units |

Notes:

- (1) The above projections by the City are based on current zoning designations in December 1987.
- (2) ABAG projects a total of 56,612 units by the year 2005. ABAG's model assumes a regional allocation of housing need, higher densities, possible rezonings and other adjustments which would result in slightly more units than those projected by the City.
- (3) City and ABAG projections of housing units do not include additional housing which may result from the General Plan study initiated in 1988. The purpose of that study is to consider ways to implement recommendations of the Golden Triangle Task Force. The Task Force recommends increasing the amount of housing in the Golden Triangle area by 50,000 to 60,000 housing units, over the next 20 years. Sunnyvale's share of that new housing may be as much as 11,000 new units.

Source: City Planning Division records, ABAG Projections '87

The City has also rezoned properties and identified sites with existing development which have the potential for residential development. Figure 22 indicates that 1,476 units are possible from redevelopment activity as of December 1987. About 133 of those units would be affordable to moderate and low income households. The rest would be market rate units. Potential residential redevelopment sites include: (1) existing residential parcels or areas where there is no well defined vacant acreage, the existing housing units are in poor condition, and the existing unit density is below the density allowed by zoning, or (2) commercial or industrial sites which have been rezoned for residential development. The inventory does not include any substantially underdeveloped sites; those sites with large vacant areas were classified as vacant land.

In addition to vacant land and redevelopment sites, an additional 152 units were expected in December 1987 due to the phased construction of approved projects. Of those units, about 15 would be below market rate.

Figure 23

**Sunnyvale's Remaining Vacant and Developable Residential Land: 1987**

| Zone    | Acres         | Units (BMR)       | Density Bonus | Total        |
|---------|---------------|-------------------|---------------|--------------|
| R-0     | <b>20.28</b>  | <b>144(0)</b>     | <b>0</b>      | <b>144</b>   |
| R-1     | <b>0.18</b>   | <b>1(0)</b>       | <b>0</b>      | <b>1</b>     |
| R-2     | <b>24.38</b>  | <b>278(21)</b>    | <b>31</b>     | <b>309</b>   |
| R-3     | <b>13.16</b>  | <b>312(30)</b>    | <b>45</b>     | <b>357</b>   |
| R-4     | <b>8.59</b>   | <b>296(27)</b>    | <b>39</b>     | <b>335</b>   |
| R-5     | <b>18.04</b>  | <b>825(82)</b>    | <b>0</b>      | <b>825</b>   |
| C-D/2PD | <b>18.50</b>  | <b>669(67)</b>    | <b>98</b>     | <b>767</b>   |
| Total   | <b>103.08</b> | <b>2,539(228)</b> | <b>215</b>    | <b>2,738</b> |

Source: City Planning Division records, 1987

# Constraints to the Development of Housing

## Governmental Constraints

### 1. Land Use Controls

Sunnyvale's land use regulations allow for densities as high as 45 units per acre. It may be reasonable to permit and encourage higher densities in certain areas of the City, as long as there is neighborhood compatibility and no environmental constraints. Higher densities would require a change in existing land use regulations. This issue will be addressed as part of the General Plan study initiated in 1988.

By policy, new residential projects must be built at 75% of permitted densities. This encourages more units per acre and is not a constraint to development. Density bonuses may be permitted in conjunction with the City's Below Market Rate program. Also, the City complies with a state law regarding density bonuses to developers of affordable housing.

Setbacks and open space requirements are necessary to insure adequate services are provided for all City residents and quality neighborhoods are created for all types of residential development, including Below Market and Market Rate housing. These requirements are not a constraint to the development of affordable housing and are common to developments anywhere in Santa Clara County. Flexibility is built into the requirements through the use of planned development overlay districts which will include most new multi-family developments. The flexibility may include variances for required setbacks, increased densities or parking requirements. Information about minimum development requirements is readily available to the public through written material and at the One Stop Center in Community Development.

The City permits and encourages mixed use developments where there is neighborhood compatibility and no environmental constraints. The City could study ways to encourage a residential mix with job-producing land uses. Mixed use projects are not always possible. Potential conflicts include: expansion needs of commercial and industrial uses; security requirements of defense companies; and the presence of hazardous materials.



Some residential zoning districts in the City have an "O" (Office) overlay designation. Some issues have developed regarding the intended land uses in these districts, and so it may be appropriate to review the "O" overlay designations in a future study.

In 1988, the City initiated a study of the concept of allowing an in-lieu payment option for the Below Market Rate program. Accumulated funds would be used to supplement existing housing programs or expand into new program areas.

The City has demonstrated a commitment to increasing the housing supply. The City recognizes that this commitment must be weighed in balance with other community values. One of those values is preserving the character of established neighborhoods. New housing proposals need to be compatible with their surroundings. Another value is an emerging emphasis on high quality design. Further study is needed on the many design issues related to density. A third value is establishing a sense of identity in each neighborhood. This value is critical to planning efforts for Sunnyvale's newest neighborhood at North Mary/Central.

## 2. Codes and Enforcement

Sunnyvale's codes and enforcement are not a constraint to residential development. They are designed to promote, conserve and enhance the supply of housing. The City is committed to its neighborhoods. This commitment is reflected in the establishment of a Neighborhood Preservation Program. The Preservation Program consists of three key elements: (1) public education; (2) proactive staff action; and (3) increased enforcement of appropriate building, housing, zoning and nuisance codes.

## 3. Infrastructure

Public facilities and utilities are not a constraint to future residential development. They can accommodate the planned growth. However, substantial increases in land use intensity may require mitigations, particularly to the circulation system.

## 4. Permit Approval Process

Development review also affects housing costs. Because of inflation, the longer it takes for a development proposal to be approved, the higher the

development costs. Processing time can vary based on the size of the project and the extent of environmental review required.

The Department of Community Development processes all proposals in an efficient, but thorough manner, through its "One Stop Permit Center." The Department also regularly evaluates its delivery of services in terms of quality and cost. Building Permit fees are based on type of building and its cost per square foot. These fees are related to the costs of recovery for services performed by the City and are evaluated to ensure they are similar to other jurisdictions.

Sunnyvale's permit and development fees are lower than the average Bay Area costs. In a 1987 survey of 30 cities, the business-backed Bay Area Council found that total fees for a typical new house were an average of \$9,215. Sunnyvale's fees were \$7,987, the lowest of the five cities surveyed in Santa Clara County. Included are fees for planning, building, schools, traffic, parks, fire, police, affordable housing and utilities.

No fees are excused for below market rate units. There is no priority processing of proposals that include below market rate units. Processing time, as indicated previously, is already rapid so that no special preference need be given to below market rate units.

A state law authorizes local school districts to impose a school impact fee on new development. The City of Sunnyvale supports legislation which exempts from this fee all publicly-subsidized housing, including low and moderate income housing for senior citizens.

Overall, the City's development review process, fees, site improvements (such as streets and utilities) and land use controls will have some impact on the cost of housing. However, the public benefits of these requirements outweigh the additional costs. The City's requirements are reasonable. They are not a constraint to the development of affordable housing.

## 5. Article 34

Article 34 of the California Constitution requires a positive vote of the electorate in order to allow the construction of low cost public owned, developed or financed housing. A referendum such as this has never been submitted to the Sunnyvale electorate. Without referendum authority, a Housing Authority can still participate in various federal and state programs that

promote low and moderate income housing but is unable to utilize HUD's low rent Public Housing Program that provides for publicly owned rental housing. Also, without referendum authority, the City cannot use the tax-exempt financing for more than 49% of the units in a project which is privately owned and developed. The City currently believes it can accomplish its program objectives without an Article 34 referendum.

## 6. Federal Programs and Actions

The City participates in or is affected by several federal housing programs. Continued federal funding is uncertain. Implications of possible decreases in federal funding are identified below. This section also discusses other federal actions which affect the supply and affordability of housing.

The Community Development Block Grant (CDBG) Program has been threatened and curtailed by the current federal administration. This program funds City activities in five basic areas: (1) housing planning and administration; (2) code enforcement for multi-family housing; (3) loan programs; (4) housing-related outside groups; and (5) non-housing related outside groups. The Ten-Year Resource Allocation Plan contemplates the elimination of CDBG funding and the retention of many of the existing housing programs through the General Fund.

Cutbacks in federal programs would affect several local housing programs and conditions. For example, any reduction in CDBG funds will affect the City's owner-occupied housing rehabilitation program and commercial rehabilitation program. Cutbacks in the federal rental rehabilitation program and CDBG program would affect a local rental rehabilitation program. Also, any cutback in Section 8 certificates for rental subsidies would affect the number of people who can afford to live in Sunnyvale.

Another issue is expiring federal housing subsidy contracts which allow assisted rental housing to become market rate. The City supports federal legislation which would halt or restrict mortgage prepayments and "opt-outs" of federal assistance contracts.

Finally, the 1986 Federal Tax Reform Act has affected the Mortgage Revenue Bond Program. These bonds come through the state and are issued by the county. The bonds help to make home ownership more affordable. The Tax Reform Act has imposed state-by-state volume caps on these bond issues. The City supports elimination of the caps.

## Market Constraints

### 1. Housing Costs

Providing adequate housing for all income groups has become an increasingly difficult goal to achieve. Housing costs have significantly escalated during the past decade because of higher construction costs, speculation, inflation, mortgage rates, and the decreasing supply of vacant developable land. The National Association of Realtors forecasts that housing costs will continue to rise at least through 1990.

Housing costs in Sunnyvale are higher than the average Bay Area region costs (for example, a 1986 average selling price of \$198,800 in Sunnyvale compared to \$160,500 in a 5-County region). Between 1984 and June 1988, the average selling price of a single-family detached home rose 54% to \$249,500. Figure 24 shows the annual rise in prices. An annual income of \$83,200 is needed to buy a home at that price, based on a 3.0 ratio.

Figure 24

### Average Selling Price of Sunnyvale Homes: 1984-1988

| Single-Family Detached Homes |           |
|------------------------------|-----------|
| 1984                         | \$161,900 |
| 1985                         | \$177,300 |
| 1986                         | \$198,800 |
| 1987                         | \$217,800 |
| 1988                         | \$249,500 |

Source: Sunnyvale Real Estate Board

Condominium and townhouse prices have also risen. In June 1988, the average selling price was \$160,700. An annual income of \$53,600 is needed to buy a home at that price, assuming the 3.0 ratio.

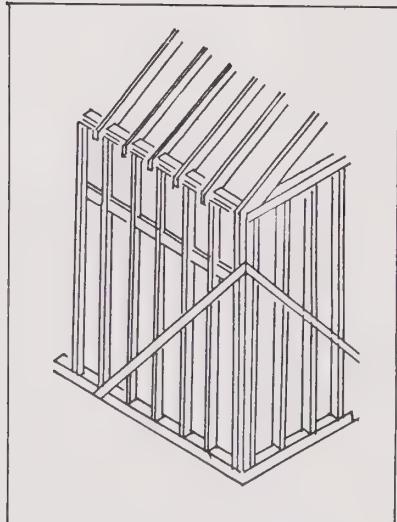
According to Community Development Department records, there are significantly more condominium projects underway than single-family detached home projects. These developments will allow for greater densities which, at times, will provide more affordable housing.

The rental market provides a more affordable source of housing for low and moderate income groups. The median monthly rent for Sunnyvale according to the 1980 Census was \$318. A Community Development Department survey in June 1988 indicated average monthly rents as follows: studio - \$563; jr. one bedroom units - \$620; one bedroom units - \$704; two bedroom units - \$832; and three bedroom units - \$1,038. An annual income of \$33,000 is necessary to afford the average two bedroom apartment in Sunnyvale, assuming housing costs to be 30% of family income.

Some of Sunnyvale's rents fall within the maximum rents allowed for a rental unit to be eligible to be rented by low income households as part of the Section 8 Existing Program. Under this program, a household is determined eligible for obtaining a housing subsidy based on its income. As of 1987, 523 households in Sunnyvale were being assisted under this program. The Housing Assistance Plan for 1987-88 has a goal of 75 new households to be assisted through the Section 8 Program. "Fair Market" rent levels have been established by HUD for the Section 8 Existing Program to indicate the maximum amount a unit can rent for and still be used by certificate holder.

## 2.

### Land and Construction Costs



A June 1980 report prepared by the Real Estate Research Council of Northern California states that escalating land prices and construction costs are among the major contributors to the increased cost of housing in the San Francisco Bay Area. Between 1976 to 1980, residential lot values increased 143% from \$16,800 to \$40,800 while residential construction costs increased 48% from \$25 per square foot to \$37 per square foot. In 1987, realtors estimated that residential construction costs were \$60 - \$80 per square foot. The use of Mortgage Revenue Bonds, available through the County, is one way for developers to mitigate costs since multifamily Mortgage Revenue Bonds are used to finance construction. These bonds also support the development of low and moderate income housing by enabling the issuer to offer low interest mortgage loans.

## 3.

### Availability of Financing

Until the mid-1970's, interest rates were low and volatility was nearly unknown. Then in 1979, interest rates rose sharply and have fluctuated widely since. The fluctuations mean uncertainty for potential homebuyers and for adjustable rate mortgage holders.

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Interest rates for 30-year fixed rate mortgages have dropped from a peak of about 18% (early 1980's) to 9% (1987) to 10.5% (August 1988). The National Association of Realtors forecasts a rise to 11.5% in 1990. One-year adjustable-rate mortgages were about 7.5% in 1988, and are forecast to be 8.5% in 1990. As of 1988, nearly 60% of home mortgage loans had adjustable rates, up from 30% in 1986. This shift to variable rates helps more people to qualify for loans, but also makes people more vulnerable to longterm changes in the economy.

Each rate change affects the ability of potential buyers to purchase homes. Lower rates mean more qualified buyers. For example, on a 30-year \$150,000 fixed rate loan at 12%, buyers would need a gross annual income of \$64,600 to qualify for monthly payments of \$1,550. At 9%, however, the income requirement drops to \$52,400 and the monthly payment is \$1,200. People with variable-rate changes are also affected by rate changes. They cannot count on predictable monthly payments, which in turn affects the amount of discretionary income for other necessities.

While lower interest rates are generally seen as favorable to home ownership opportunities, they can also have the effect of raising demand and, therefore, prices.

The National Association of Realtors forecasts a rise in both home prices and interest rates in coming years. This combination means that fewer people will be able to buy homes.

## Community Conditions Indicators

| Supply                     | FY<br>80/81   | FY<br>84/85   | FY<br>87/88          |
|----------------------------|---------------|---------------|----------------------|
| 1. Population              | 108,362       | 111,300       | 116,968              |
| 2. Housing Units           |               |               |                      |
| Single Family Attached     | 20,187        | 20,856        | 20,936               |
| Single Family Detached     | 2,540         | 3,415         | 3,885                |
| Duplex                     | 931           | 953           | 957                  |
| Apartments                 | 17,141        | 19,257        | 19,913               |
| Mobile Homes               | 4,267         | 4,267         | 4,194                |
| Total                      | <u>45,066</u> | <u>48,748</u> | <u>49,885</u> (1987) |
| 3. Households              | 44,049        | 45,270        | 47,760               |
| 4. Average household size  | 2.44          | 2.44          | 2.41                 |
| 5. Employees               | 119,862       | 134,300       | 140,180              |
| 6. Vacant residential land | 240 Acres     | 122 Acres     | 103 Acres (1987)     |

### Neighborhood Conditions

|                                    |     |     |       |
|------------------------------------|-----|-----|-------|
| 1. Housing alteration permits      | 279 | 278 | 194   |
| 2. Repair and addition permits     | 729 | 751 | 1,197 |
| 3. Demolition permits              | 16  | 11  | 5     |
| 4. Code violations                 | 528 | 535 | 625   |
| 5. Rehabilitation loans            | n/a | 75  | 58    |
| 6. Commercial rehabilitation loans | 0   | 2   | 0     |
| 7. Paint grants                    |     | 12  | 6     |

### Affordability

|  |        |           |           |
|--|--------|-----------|-----------|
| 1. Average sales price of homes          | n/a    | \$177,306 | \$249,556 |
| 2. Average monthly rent (1 bdrm.)        | \$ 396 | 622       | 704       |
| 3. BMR units                             | 44     | 301       | 375       |
| 4. Persons assisted by emergency shelter | n/a    | n/a       | 264       |
| 5. Mean Household Income                 | 38,558 | 42,500    | 43,580    |

### Accessibility – Fair Housing

|                                 |     |     |       |
|---------------------------------|-----|-----|-------|
| 1. Persons assisted by agencies | n/a | 126 | 2,793 |
|---------------------------------|-----|-----|-------|

### Condominium and Mobile Home Park Conversions

|                           |     |    |    |
|---------------------------|-----|----|----|
| 1. Apartment vacancy rate | .5% | 4% | 2% |
|---------------------------|-----|----|----|

# III. Goals, Policies and Programs





# III. Goals, Policies and Programs

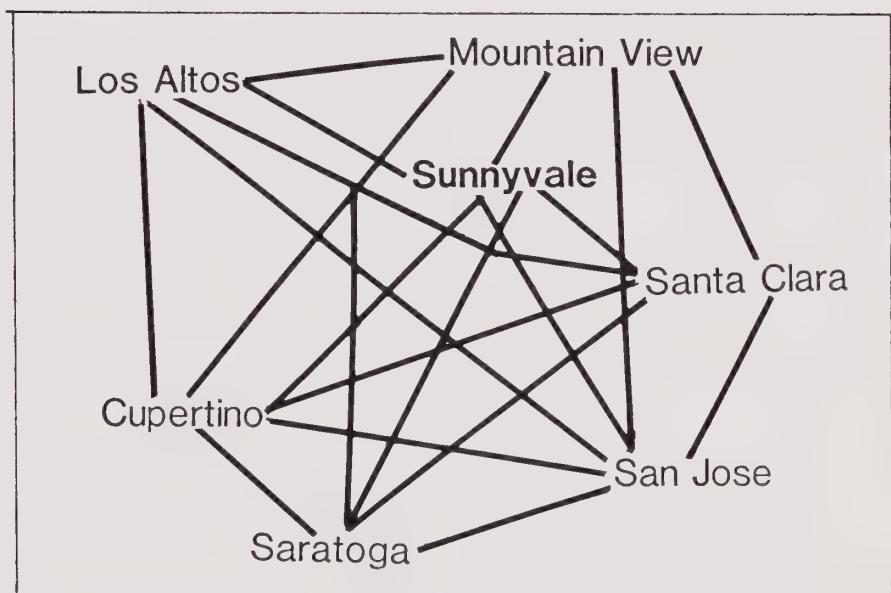
## Introduction

The Housing and Community Revitalization Sub-Element establishes a set of integrated goals, policies and actions. It is a local commitment to act and function in a given way. The Sub-Element provides guidance for decision making when the City is confronted with specific proposals. It provides policy direction for housing and community revitalization related matters. The policies and programs of this Sub-Element cannot solve every person's housing needs.

Goals, policies and action statements in the Housing and Community Revitalization Sub-Element are based on certain assumptions. They are:

1. The citizens of Sunnyvale desire to maintain the existing character of the City, with a reasonable modification in respect to density or intensity of use.
2. There are environmental, fiscal and social constraints, as well as existing land use development patterns, which limit and control the ultimate living and working environments in Sunnyvale.
3. Sunnyvale cannot equally balance its jobs and housing if assumptions 1 and 2 are valid.
4. It is preferable to change job producing land to residential, to permit modest increases in housing density, and to make more efficient use of existing housing so as to maintain the present character of Sunnyvale, as opposed to major density increases for existing vacant residential land.
5. There is a need for the City to focus on revitalization of privately-owned structures.

6. The City wants and needs a diversity of choice of tenure, type, size, location and cost of housing.
7. The private market cannot provide new housing affordable to low and middle income persons by itself.
8. In order to preserve and expand the supply of affordable housing, there must be cooperative efforts between the public and private sector.
9. Government should take a role to encourage the accessibility of housing to the various groups within the community.
10. Housing is a regional problem requiring inter-governmental cooperation.

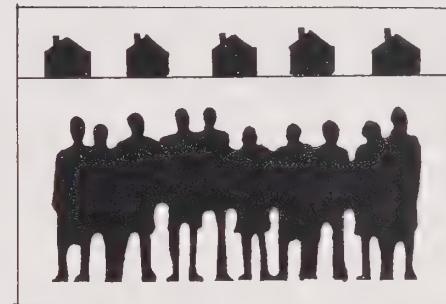


# Goals Policies and Programs

## A. Supply

**GOAL A: FOSTER THE EXPANSION OF THE HOUSING SUPPLY TO PROVIDE GREATER OPPORTUNITIES FOR CURRENT AND FUTURE RESIDENTS GIVEN ENVIRONMENTAL, SOCIAL, FISCAL, AND LAND USE CONSTRAINTS.**

**Policy A.1:** Continue to improve, if feasible, the existing jobs to housing ratio.



### Action Statements

- A.1.a. The City will review its General Plan to facilitate the creation of additional housing units and in doing such review, address the need to balance single-family versus apartment and townhouse development.
- A.1.b. The City will review the capacity of the infrastructure to accommodate any increase in housing intensity.
- A.1.c. The City shall periodically review and compare its job growth potential to its housing growth.
- A.1.d. The City should periodically survey surrounding communities to review the various ways those communities are resolving their jobs and housing imbalance.
- A.1.e. The City should consider allowing and encouraging residential densities higher than 45 units per acre, in certain areas of the City, where appropriate.
- A.1.f. The City shall develop standards for lot sizes under 6,000 sf and residential zones providing for single-family like detached or attached housing, in order to encourage affordable owner-occupied lots.

A.1.g. The City should continue efforts to balance the need for additional housing with other community values, such as: preserving the character of established neighborhoods, high quality design, and promoting a sense of identity in each neighborhood.

A.1.h. The City should implement its Function and Appearance Sub-Element to address design issues related to density, such as the relationship of lot size and shape to the permitted number of units.

A.1.i. The City should promote the concept of open space and landscaping in the use and allowances of density and buildings, to preserve the quality of the City neighborhoods.

Policy A.2. Continue to require office and industrial development above a certain intensity to mitigate the demand for housing or provide additional housing.

Action Statement

A.2.a. The City shall require industrial and commercial developments that exceed established floor area ratios to contribute towards the housing fund or take other measures to mitigate the effects of the job increase upon the housing supply.

Policy A.3. Continue to permit and encourage a residential mix with jobs-producing land uses, as long as there is neighborhood compatibility and no environmental constraints.

Action Statements

A.3.a. The City should study ways to encourage mixed uses.

A.3.b. The City should study the possibility of increasing the density of residential areas along the proposed light rail corridor.

Policy A.4. Encourage innovative types of housing in existing residential zoning districts.

Action Statements

A.4.a. The City shall require all new developments to build at least 75% of permitted densities.

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- A.4.b. The City shall continue the Accessory Unit Ordinance as a means to increase supply of affordable units.
- A.4.c. The City will encourage residential care facilities that are distributed throughout the community.
- A.4.d. The City should evaluate residential development proposals in view of the needs of families requiring three or more bedrooms.
- A.4.e. The City shall review the appropriateness of the "O" (Office) overlay as it relates to residential zoning districts.

**Policy A.5.** Continue to provide timely and efficient processing for all developments.

**Action Statement**

- A.5.a. The City shall continue to monitor its processing steps and time for development proposals.

## **B. Neighborhood Conditions**

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### **GOAL B: ENSURE A HIGH QUALITY LIVING AND WORKING ENVIRONMENT.**

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**Policy B.1** Continue to encourage property owners to maintain existing developments in a manner which enhances the City. Properties should be aesthetically pleasing, free from nuisances and safe from hazards.

**Action Statements**

- B.1.a. The City should continue to offer technical assistance to homeowners to aid them in maintaining, upgrading and improving their property. Such assistance shall be provided by staff and a free manual on maintenance and improvement.

B.1.b. The City should continue to evaluate its outreach efforts for rehabilitation and conservation programs. Current outreach efforts involve utility stuffers, advertising, staff visits with community groups and free pamphlets describing the programs.

B.1.c. The City shall continue a high quality of maintenance for public streets, rights-of-way and recreational areas.

B.1.d. The City will continue to participate in programs which increase home ownership opportunities, such as the Mortgage Credit Certificate and Below Market Rate Programs, if funding is available.

B.1.e. The City shall encourage the review of and implement concepts found in the Function and Appearance Sub-Element.

Policy B.2. Continue to implement the Neighborhood Preservation Program.

Action Statements

B.2.a. The City should review existing codes, ordinances and use permit conditions with the possibility of increasing enforcement or developing new codes where neighborhood and community preservation issues are involved. The emphasis, however, will be on promoting voluntary compliance.

B.2.b. For residential planning areas and defined neighborhoods having 10% of the structures rated below an "A" (sound) rating or areas with a majority of its structures over 30 years old, the City shall, if staff is available, continue its concentrated rehabilitation and code compliance program by identifying target areas, involving a strong community participation component, and using both its code enforcement powers and its rehabilitation resources.

B.2.c. The City shall coordinate the Neighborhood Preservation Program with other programs, in order to avoid duplication of activity and maximize efficiency.

B.2.d. The City should continue its Home Business Ordinance which permits businesses that do not affect the primary residential character of the neighborhood and that do not involve retail sales, large inventories, hazardous materials or traffic problems. Such businesses may not be operated in the yard or garage.

B.2.e. The City should study the impacts of the aging of its housing in order to plan for services needed.

B.2.f. The City should continue to develop and implement a citizen-oriented, pro-active education program regarding neighborhood preservation.

Policy B.3. Continue to participate in the Community Development Block Grant and other rehabilitation programs.

#### Action Statement

B.3.a. The City should continue involvement with the rehabilitation programs. The rehabilitation programs includes CDBG loans for single family homes, including mobile homes and CDBG paint grants. Rental rehabilitation occurs through a local program with federal and non-federal funds.

Policy B.4. Ensure that new development and rehabilitation efforts promote quality design and harmonize with existing neighborhood surroundings.

#### Action Statements

B.4.a. The City should continue architectural and site review of private and public development to ensure that the design is sensitive to and compatible with existing neighborhood surroundings.

B.4.b. The City should study and propose design solutions to mitigate the effects of a combination of uses or a combination of uses of different intensities.

B.4.c. Review and implement the concepts found in the Function & Appearance Sub-Element.

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Policy B.5. Displacement impacts on tenants as a result of revitalization or land use changes should be considered in the application approval process and minimized where possible.

Action Statement

B.5.a. A land use change or revitalization program which displaces tenants shall, as a part of the City's application approval process, include a plan stating efforts taken by the property owner to assist relocation of tenants. These could include: (1) favorable rental or purchase arrangements after work is completed, (2) location of vacancies in similar housing, (3) fixed payments of moving costs, (4) no rent increases upon application and until relocation is secured, (5) right of first purchase refusal, and (6) reduced purchase price options.

Policy B.6. Continue the City's energy program to promote environmentally sound energy programs, such as solar hot water heating.

Action Statement

B.6.a. The City will review and incorporate environmentally sound programs into the implementation of the Housing and Community Revitalization Sub-Element.

B.6.b. Continue to use State weatherization grants for mobile homes, if funding is available.

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## C. Affordability

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GOAL C: PROMOTE AND MAINTAIN A DIVERSITY IN TENURE, TYPE, SIZE, LOCATION AND COST-OF-HOUSING TO PERMIT A RANGE OF INDIVIDUAL CHOICE FOR ALL CURRENT RESIDENTS AND THOSE EXPECTED TO BECOME CITY RESIDENTS AS A RESULT OF NORMAL GROWTH PROCESSES AND EMPLOYMENT OPPORTUNITIES.

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Policy C.1. Attempt to maintain as many as possible of the existing rental units affordable to lower income families and seniors.

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### Action Statements

C.1.a. The City will continue to support private participation in rental subsidy programs, such as the Section 8 existing program. The City will continue to encourage greater participation by local property owners such as publicizing and providing information to owners, contacting apartment owners, sending letters, and working with organizations that promote such participation.

C.1.b. The City should continue to identify, encourage, and publicize private activities and programs which will create affordable housing opportunities, including rental but especially in owner-occupied, single-family developments. The City currently works with non-profit community groups to create affordable housing. Information on the availability of facilities for the handicapped is provided by the City to hospitals and rehabilitation centers.

C.1.c. The City should continue to participate in HUD's Housing Assistance Programs through the Housing Authority to ensure maximum benefit to Sunnyvale residents, if funding is available. Every year the City should review the availability of new programs if staff time permits.

C.1.d. The City should encourage and assist non-profit housing organizations and the Housing Authority to develop 100 new low and very low income rental units within the City over the next five years, by identifying sites and potential surplus sites through the use of housing mitigation fees which are provided by office/industrial developers who exceed a specified floor area ratio.

Policy C.2. Continue to require a mix in the price of housing units in new subdivisions and apartment complexes as a way of distributing low and moderate cost housing throughout the City.

### Action Statements

C.2.a. The City should continue its inclusionary zoning ordinance which implements the Below Market Rate (BMR) policies for new construction, and which offers assistance to buyers and renters of 10% of all new units constructed, except those units in R-0 and R-1 zones.

C.2.b. Continue the resale controls element of the BMR Program.

C.2.c. Study the concept of allowing an in-lieu payment option for the BMR program. Accumulated funds would be used to supplement existing housing programs or expand into new program areas.

Policy C.3. Continue to use local, state and federal financing programs which help reduce the costs of construction, or costs to the resident, in order to make housing affordable to low and middle income families, seniors and handicapped.

Action Statements

C.3.a. The City should consider direct City and public financial involvement in housing programs, including City bonding resources and possible submission of an Article 34 election to voters if needed.

C.3.b. The City should continue to pursue financial and planning resources available to write down the cost of land in order to assist developers of below market rate housing by reviewing available programs and by participation in a density bonus program which provides density bonuses to developers of affordable housing.

C.3.c. The City should review the feasibility of encouraging limited equity cooperatives as a source of lower income ownership housing.

C.3.d. The City shall continue its Community Development Block Grant Program to assist private agencies in locating affordable housing for families and seniors, if funding is available.

C.3.e. Study the 1986 Tax Act to report on the opportunities for private investment in affordable housing suitable for the Sunnyvale area.

C.3.f. Participate with the County to encourage the use of Mortgage Revenue Bonds, if available, to develop 70 moderate income owner occupied units and 70 very low and low income rental units within the City over the next 5 years.

C.3.g. Study the future uses of the tax increment revenues from the Redevelopment Agency that are to be used for low and moderate income housing, if such revenues become available.

Policy C.4. Continue to provide assistance to homeless people.

Action Statements

C.4.a. Evaluate the existing statistics on homeless people to ascertain the extent of the problem within the City.

C.4.b. Analyze the potential role the City should assume in providing housing for homeless people, if existing organizations are unable to meet this need.

C.4.c. Consider developing alternative City-based and City-funded programs to accommodate the City's fluctuating homeless population. Continue to support existing organizations which shelter homeless people.

C.4.d. Study the feasibility of cooperating with private and non-profit organizations to provide additional assistance to homeless people in the City.

Policy C.5. Continue to promote a working relationship with residential developers and realtors to help implement housing policies.

Action Statement

C.5.a. The City should provide information about General Plan policies (including those in the Function and Appearance Sub-Element), development regulations, approval procedures and financing programs.



## D. Accessibility – Fair Housing Practices

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**GOAL D: PROMOTE A COMMUNITY IN WHICH ALL PEOPLE REGARDLESS OF THEIR ETHNICITY, RACE, RELIGION, MARITAL STATUS, HANDICAP, SEX OR AGE WILL HAVE AN EQUAL OPPORTUNITY TO AVAL THEMSELVES OF HOUSING.**

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**Policy D.1.** Continue to support efforts of organizations which work toward eliminating unlawful discrimination in Sunnyvale.

Action Statements

D.1.a. The City shall continue its Age Discrimination Ordinance to discourage age discrimination.

D.1.b. The City should prepare an annual review of the Age Discrimination Ordinance based on the reports provided by the non-profit agency which monitors discrimination for Sunnyvale.

D.1.c. The City should continue to provide assistance to a local non-profit organization that provides services to those experiencing discrimination.

D.1.d. The City should review existing lending practices such as redlining to determine the extent to which these practices may inhibit the City achieving its General Plan goals and policies related toward housing development, and to allow for greater leverage and on-going income streams for housing programs.

**Policy D.2.** Continue to ensure that handicapped persons have access to newly constructed residential developments when required by code and encourage similar access in renovated structures.

Action Statements

D.2.a. The City should consider exploring the feasibility of providing greater handicapped access through the development review process (as a supplement to minimum State requirements).

D.2.b. The City should encourage handicapped access during renovations, when appropriate, and

continue its home access program if funds remain available.

Policy D.3. Continue to promote good tenant/landlord relations.

Action Statements

D.3.a. The City should have information available to tenants concerning their rights and responsibilities.

D.3.b. The City should have available information to landlords concerning their rights and responsibilities of owning rental property.

D.3.c. The City should continue to support and to refer landlord/tenant problems to a non-profit agency that provides rental information and mediation services on a voluntary basis to Sunnyvale residents, if funding is available.

**E. Condominium and Mobile Home Park Conversions**

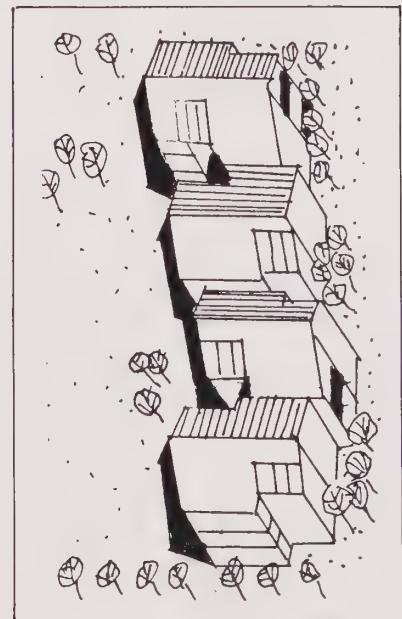
**GOAL E: PROVIDE A MIXTURE OF OWNER AND RENTAL HOUSING OPPORTUNITIES BY ALLOWING CONVERSION FROM APARTMENT TO CONDOMINIUMS OR CO-OPERATIVES WHEN A BENEFIT TO THE OVERALL CITY HOUSING NEED CAN BE SHOWN. PROVIDE AN EQUITABLE PROCESS WITH REASONABLE MITIGATION MEASURES IN THE EVENT OF CONVERSION OF MOBILE HOME PARKS TO A DIFFERENT USE.**

Policy E.1. Continue to allow condominium and cooperative conversions only when the Citywide vacancy rate for rental units warrants such conversions.

Action Statements

E.1.a. The City shall continue its Condominium Conversion Ordinance which provides a system for evaluating condominium and cooperative conversion proposals.

E.1.b. The City will continue to conduct a survey of apartments to determine the vacancy rate every six months.



Policy E.2. Ensure that all condominium conversions meet on-site standards.

Policy E.3. Continue to provide for tenant protection prior to condominium conversion.

Action Statement

E.3.a. The City's Condominium Conversion Ordinance should provide a mechanism to ensure that efforts were not made to create vacancies immediately prior to the conversion application.

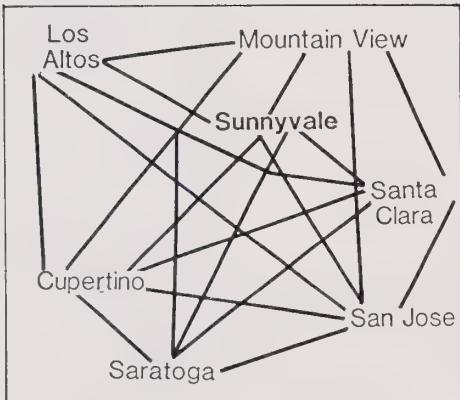
Policy E.4. Continue to provide ownership opportunities to those living in apartment complexes at the time of application.

Policy E.5. Continue to provide for low and moderate inclusionary units at the complex, under the Below Market Rate Program, in the event a condominium conversion occurs.

Policy E.6. Continue to regulate the conversion of mobile home parks in the event of a change of use.

Action Statement

E.6.a. The City shall continue its Mobile Home Park Conversion Ordinance.



## **F. Intergovernmental Coordination**

**GOAL F: ASSUME AN ACTIVE ROLE IN REVIEWING AND FORMULATING FEDERAL, STATE, REGIONAL AND COUNTYWIDE HOUSING PROGRAMS TO ENSURE COMPATIBILITY WITH LOCAL POLICIES AND NEEDS.**

Policy F.1. Continue to provide comments concerning state and regional housing plans which affect Sunnyvale.

Policy F.2. Consider supporting housing legislation at the county, state and federal levels which will promote the goals and policies of the Housing and Community Revitalization Sub-Element.

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#### Action Statements

F.2.a. Support the elimination of state-by-state volume caps imposed on mortgage revenue bond issues by the 1986 Federal Tax Reform Act, with regard to all housing projects.

F.2.b. Oppose Census cuts that eliminate housing data needed for planning purposes.

F.2.c. Support federal legislation to find ways to maintain the supply of housing threatened by the expiration of federal housing subsidy contracts.

F.2.d. Support legislation which exempts from the school impact fee all publicly-subsidized housing, including low and moderate income housing for senior citizens.

**Policy F.3.** Continue an active dialogue with neighboring cities, Santa Clara County and ABAG regarding mutual concerns.

#### Action Statements

F.3.a. Continue participation in the Golden Triangle Task Force.

## Timeframe for Implementation of Housing & Community Revitalization Program

The following section is mandated by state law.

| <u>Objective</u>   | <u>Action</u>  | <u>Funding Source</u> | <u>Agency Responsible</u> | <u>Timing</u>                    |
|--|--|-----------------------|---------------------------|----------------------------------|
| A.1.a. Review General Plan to facilitate the creation of additional housing units  | Rezone & redevelop land to residential uses. Redevelopment potential for 1,476 units (133 BMR units) and vacant land potential for 2,738 units (228 BMR units) as of 12/87. Comprehensive G.P. study is underway to identify additional housing sites. | City budget           | Planning Division         | 1988                             |
| A.1.b. Analyze constraints to growth   | Inventory service capacity   | "                     | "                         | 1988 and as needed               |
| A.1.c. Determine if further imbalance in jobs & housing ratio will occur   | Review employment and housing potential  | "                     | "                         | 1988 and periodically thereafter |
| A.1.d. Survey other communities' response to jobs & housing imbalance, if funding and staff time permits   | Special study & recommendations  | "                     | "                         | 1990                             |
| A.1.e. Consider densities above 45 du/ac   | Address as part of 1988 G.P. study   | "                     | "                         | 1988                             |
| A.1.f. Increase affordable ownership housing   | Develop standards for lot sizes under 6,000 sq. ft.  | "                     | "                         | 1988                             |
| A.1.g. Balance need for housing with other community values  | Address during development review  | "                     | "                         | Ongoing                          |
| A.1.h. Study design issues related to density  | Special study (sliding scale). Also, implement Function & Appearance Sub-Element.  | "                     | "                         | 1988 and ongoing                 |
| A.1.i. Preserve neighborhood quality through open space and landscaping  | Address in Function & Appearance Sub-Element and during development review.  | "                     | "                         | 1989 and ongoing                 |
| A.2.a. Require commercial & industrial developers to provide in lieu housing fees or mitigate in other ways when the FAR exceeds a certain intensity | Continue in lieu fees  | "                     | "                         | Ongoing                          |
| A.3.a. Encourage mixed uses  | Special study and recommendations  | "                     | "                         | 1992                             |

| <u>Objective</u>   | <u>Action</u>   | <u>Funding Source</u> | <u>Agency Responsible</u>             | <u>Timing</u>    |
|--|---|-----------------------|---------------------------------------|------------------|
| A.3.b. Study potential for increasing residential intensities along light rail corridors | Special study and recommendations   | City budget           | Planning Division                     | 1991             |
| A.4.a. Require developers to build at least 75% of permitted density                     | Continue policy   | "                     | "                                     | Ongoing          |
| A.4.b. Increase affordable units through Accessory Unit Ordinance                        | Continue ordinance, approximately 5 units per year                                  | "                     | "                                     | Ongoing          |
| A.4.c. Encourage residential care facilities   | Continue to provide info to developers  | "                     | "                                     | Ongoing          |
| A.4.d. Evaluate development proposals for the needs of large families                    | Special study on ways to encourage family housing. Also, address during dev. review | "                     | "                                     | 1989 and Ongoing |
| A.4.e. Review "O" (Office) overlay   | Special study   | "                     | "                                     | 1993             |
| A.5.a. Continue to monitor development processing steps and time                         | Continue One-Stop Permit Center   | "                     | Planning & Building Divisions         | Ongoing          |
| B.1.a. Offer technical aid for homeowner property improvement                            | Continue rehab program and info handouts  | CDBG/ City budget     | Housing/ Planning/ Building Divisions | Ongoing          |
| B.1.b. Continue to evaluate outreach efforts.  | Report on number of rehab. projects   | CDBG                  | Housing Division                      | Annually         |
| B.1.c. Continue maintenance of streets, etc.   | Continue ongoing program  | City budget           | Public Works                          | Ongoing          |
| B.1.d. Increase home ownership opportunities   | Continue to participate in available programs if funding and staff time permits     | Federal & State       | Housing Division                      | Ongoing          |
| B.2.a. Review existing codes & ordinances & propose new codes & ordinances               | Special studies   | City budget           | Planning Division                     | As needed        |
| B.2.b. Continue concentrated rehabilitation program                                      | Continue studies & preservation actions   | "                     | N'hood Pres. Div.                     | Ongoing          |
| B.2.c. Coordinate Neighborhood Preservation Program with other programs                  | Report on programs & their overlap  | "                     | N'hood Pres. Div.                     | Ongoing          |
| B.2.d. Continue Home Business Ordinance to preserve neighborhood quality                 | Continue enforcement of Ordinance   | City budget           | Planning Division                     | Ongoing          |
| B.2.e. Study impact of aging of City's housing   | Special study, if funding permits   | "                     | N'hood Pres. Div.                     | 1991             |

| <u>Objective</u>  | <u>Action</u>  | <u>Funding Source</u>              | <u>Agency Responsible</u> | <u>Timing</u>    |
|---|--|------------------------------------|---------------------------|------------------|
| B.2.f. Continue to develop and implement a citizen-oriented education program re neighborhood preservation  | Continue program in segments and implement over time, as staff time is available                 | "                                  | "                         | Ongoing          |
| B.3.a. Continue rehab program   | Assist 70 owner & 18 renter units annually, and provide for 25 paint grants to homeowners        | CDBG & Federal                     | Housing Division          | Ongoing          |
| B.4.a. Promote neighborhood compatibility between new & old developments  | Continue architectural & site review   | City budget                        | Planning Division         | Ongoing          |
| B.4.b. Mitigate effects of combination of different uses or intensities   | Address during development review  | "                                  | "                         | Ongoing          |
| B.4.c. Promote neighborhood compatibility between mixed uses  | Implement Function & Appearance Sub-Element and during development review.                       | "                                  | "                         | 1988 and ongoing |
| B.5.a. Evaluate private relocation efforts whenever displacement occurs   | Evaluate projects  | "                                  | Housing Division          | As needed        |
| B.6.a. Review & incorporate environmentally sound programs into housing developments  | Periodic review of environmental programs  | "                                  | Planning Division         | As needed        |
| B.6.b. Continue using State weatherization grants   | Continue grants if funding permits   | State                              | Housing Division          | Ongoing          |
| C.1.a. Continue to support private participation in rental subsidy programs   | Continue educational program & assist 75 new Section 8 households annually, if funding continues | Federal                            | Housing Division          | Ongoing          |
| C.1.b. Continue to identify, publicize & support community projects to provide affordable housing   | Continue to identify, publicize and support affordable housing projects                          | CDBG & City budget                 | "                         | Ongoing          |
| C.1.c. Continue to participate in HUD programs  | Continue participation and special study of availability of programs & recommendations           | Federal & City budget              | "                         | Annually         |
| C.1.d. Encourage & assist non-profit organizations and Housing Authority to develop new rental units in City by identification of sites & use of fees | Develop 100 rentals over next 5 years, if funding & staff time permits                           | Private, State, CDBG & City budget | "                         | 1993             |

| <u>Objective</u>  | <u>Action</u>   | <u>Funding Source</u>  | <u>Agency Responsible</u>    | <u>Timing</u>                          |
|---|---|------------------------|------------------------------|--|
| C.2.a. Continue BMR Program   | Continue BMR Ordinance to provide assistance to 10 owner & 50 renter households per year  | City budget            | Housing & Planning Divisions | Ongoing                                |
| C.2.b. Maintain resale control on BMR units   | Continue controls   | City budget            | Housing Division             | Ongoing                                |
| c.2.c. Study in-lieu fees for BMR Program   | Special study   | "                      | "                            | 1988                                   |
| C.3.a. Consider additional City involvement in housing programs, if funding and staff are available       | Special study of alternative levels of participation  | "                      | "                            | Every 3 years                          |
| C.3.b. Determine availability of funds for programs to write down land costs                              | Pursue funds & identify planning resources available  | "                      | "                            | Annually                               |
| C.3.c. Encourage use of limited equity cooperatives   | Special study, if staff time permits  | "                      | "                            | 1991                                   |
| C.3.d. Assist private agencies providing affordable housing   | Assist annually 400+ persons and 120 single parent households through CDBG contributions to private agencies, if CDBG funding continues | CDBG                   | "                            | Ongoing                                |
| C.3.e. Analyze 1986 Tax Act to determine opportunities for private investment in affordable housing       | Special study   | City budget            | Housing Division             | 1989                                   |
| C.3.f. Encourage use of Mortgage Revenue Bonds by participation with County                               | Develop 70 owner occupied & 70 rental units over next 5 years, if bonds are available   | Mortgage Revenue Bonds | Housing & Planning Divisions | 1993                                   |
| C.3.g. Study tax increment potential  | Special study   | "                      | Housing Division             | 1991                                   |
| C.4.a. Ascertain extent of homeless problems  | Special study   | "                      | "                            | 1989                                   |
| C.4.b. Analyze potential role for City to take in providing housing for homeless                          | Special study   | "                      | "                            | 1989                                   |
| C.4.c. Develop alternative City-based programs & continue supporting existing programs to assist homeless | Special study & continue CDBG grants  | City budget & CDBG     | "                            | 1990 & ongoing (for existing programs) |
| C.4.d. Study feasibility of additional involvement with private agencies assisting homeless               | Special study   | City budget            | "                            | 1990                                   |

|        | <u>Objective</u>  | <u>Action</u>   | <u>Funding Source</u> | <u>Agency Responsible</u>    | <u>Timing</u> |
|--------|---|---|-----------------------|------------------------------|---------------|
| C.5.a. | Provide information to developers about housing policies, regulations, procedures and financing | Continue to provide information   | "                     | Housing & Planning Divisions | Ongoing       |
| D.1.a. | Prohibit discrimination against children  | Continue Age Discrimination Ordinance   | City budget           | Housing Division             | Ongoing       |
| D.1.b. | Review Age Discrimination Ordinance in light of reports by a non-profit agency                  | Report  | City budget           | Housing Division             | Annual        |
| D.1.c. | Support non-profit agency that provides assistance to those experiencing discrimination         | Continue funding & assist 100 persons annually, if funding continues          | CDBG                  | "                            | Ongoing       |
| D.1.d. | Review existing lending practices   | Special study   | City budget           | "                            | 1993          |
| D.2.a. | Explore potential for greater handicapped access through permit process                         | Special study & 25 home access grants   | City budget & CDBG    | Housing & Building Divisions | 1992          |
| D.2.b. | Continue to encourage handicapped access in renovation and through home access program          | Review of projects & 35 home access grants                                    | "                     | "                            | Ongoing       |
| D.3.a. | Have information available to tenants   | Maintain pamphlets & referrals  | City budget           | Housing Division             | Ongoing       |
| D.3.b. | Have information available to landlords   | Maintain pamphlets & referrals  | "                     | "                            | Ongoing       |
| D.3.c. | Continue support of agency assisting in landlord/tenant problems                                | Assist 2800+ residents annually, if funding continues                         | CDBG                  | Housing Division             | Ongoing       |
| E.1.a. | Prohibit conversions until rental vacancy rate exceeds 3%                                       | Continue Conversion Ordinance to conserve the existing 18,913 apartment units | City budget           | Planning Division            | Ongoing       |
| E.1.b. | Document vacancy rate   | Continue to survey apartments   | City budget           | Housing Division             | Bi-annually   |
| E.2.   | Ensure that condominium conversions meet on-site standards                                      | Continue standards  | "                     | Planning Division            | Ongoing       |
| E.3.a. | Ensure that vacancies are not created prior to a condominium conversion application             | Amend ordinance   | "                     | "                            | 1992          |
| E.4.   | Provide ownership opportunities to apartment residents  | Continue standards of Condo Conversion Ordinance                              | "                     | "                            | As needed     |

| <u>Objective</u>   | <u>Action</u>                     | <u>Funding Source</u> | <u>Agency Responsible</u>    | <u>Timing</u> |
|--|-----------------------------------|-----------------------|------------------------------|---------------|
| E.5. Provide low/moderate priced units at a converted project      | Apply BMR Ordinance               | "                     | "                            | As needed     |
| E.6.a. Ensure equitable process in conversion of mobile home parks | Continue MHP Conversion Ordinance | City budget           | Planning Division            | As needed     |
| F.1. Provide comments on state & regional housing plans            | Review plans                      | "                     | "                            | As needed     |
| F.2. Consider supporting housing legislation                       | Conduct annual review             | "                     | Housing & Planning Divisions | Annually      |
| F.3.a. Participate in Golden Triangle Area Strategic Plan          | Continue participation            | "                     | Planning Division            | Ongoing       |

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